THE SURVEY

Vol. LXIX. No. 9 MONTHLY September 1933

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SURVEY ASSOCIATES, INC.

Publication Office, 10 Ferry Street, Concord, N. H.
General Office, 112 East 19 Street, New York, to which all correspondence should be addressed.

THE SURVEY—Monthly—$3.00 a Year
SURVEY GRAPHIC—Monthly—$3.00 a Year

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SO THEY SAY

Any worthwhile volunteer takes time.—*Ruth Hill, American Family Welfare Association.*

If we do not pay for the schools we will pay for the jails.—*Judge Florence E. Allen, Cleveland.*

. . . the quaint custom of the medical profession to speak only when spoken to.—*Ruth Seinfel in Collier's.*

It has not yet been proved that reason is more important to man than emotion.—*Henry Goddard Leach in the Forum.*

The recreation program is a lot of little starts optimistically taken.—*Eduard C. Lindeman, New York School of Social Work.*

I shudder to think of what is ahead of us if we have too much production ahead of purchasing power.—*General Hugh S. Johnson, NRA.*

Education has always been heretofore the American substitute for a national religion.—*Robert M. Hutchins, president, University of Chicago.*

In our society we go along with one foot in an aeroplane and the other in an ox-cart and expect the system to work.—*Harry Elmer Barnes, New York.*

Our notion of a patriot is a man who reads every word of the codes of the industries that he is not engaged in.—*F. P. A. in New York Herald Tribune.*

If we are to promote causes in the name of social work we must get social work into better shape to carry on such activity.—*Neva R. Deardorff, New York.*

Every legislative proposal for the amelioration of social hardship is likely to involve an invasion of somebody's rights of property.—*Judge Joseph N. Ulman, Baltimore.*

There is not a single aspect of human life, either artistic or economic that has yet thrown off the poison which the last war spattered around the world.—*N. Y. Times editorial.*

One of the troubles with all welfare agencies and social workers seems to be that they cannot resist a desire to have everything just so.—*Elenore Kellogg in N. Y. World-Telegram.*

The glamor and dramatic interest of the acutely ill patient are as attractive to the majority of nurses as they are to physicians.—*Dr. Morris Hinenburg, Montefiore Hospital, New York.*

I am not one of those who believe that a Travelers Aid booth at the entrance of the Garden of Eden would have stopped migration.—*Bertha McCall, National Association Travelers' Aid Societies.*

Only those who know a competent public-welfare commissioner intimately can realize how difficult it is to be competent in such an office.—*James H. Williams in Human Aspects of Unemployment and Relief.*

With all the mechanism and the technique and all the spinach in the world you can't do much for children as long as we have inadequate wages.—*David C. Adie, New York State Commissioner of Public Welfare.*

Government is the one agency or organization to which we all belong and of which we are all a part. It has become the common instrument of our lives for better or for worse.—*C. A. Dykstra, city manager, Cincinnati.*

We build huge prisons and pay for keeping them over-crowded, for detaining men in them for long and costly years, and all because of our unwillingness to face the fact that something can be done about it.—*Lewis Lawes, warden, Sing Sing Prison, New York.*

By far the greatest social menace of this time is the pauperization in spirit and in deed of millions of American citizens. Nothing could be more socially devastating than cheerful acquiescence in the permanent acceptance of charity.—*Karl Borders, Chicago.*

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MOBILIZE FOR HUMAN NEEDS!

National reenforcement for the fall campaigns of some 350 community chests has just been launched at a Washington conference opened by President Roosevelt. The National Citizen's Committee is headed by Newton D. Baker; the Women's Committee by Mrs. Franklin D. Roosevelt. The official poster was drawn by Haddon Sundblom, originally for the Atlanta Community Chest

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THE SURVEY

September
1933

Volume LXIX
No. 9

Social Workers: Pioneers Again

BY PORTER R. LEE

From an Address to the Alumni of the New York School of Social Work of Which the Author is the Director

MY TOPIC seems to suggest that the age of pioneering in social work has been left behind in the somewhat remote past; that we are to resume in the face of the problems which beset us in 1933 a kind of adventuring which in recent years has fallen into disuse. There have always been pioneers in social work. At times the call to the pioneering spirit is stronger than at others; at times the response, however insistent the call, is less spontaneous and inspired. But pioneering in some form we have never been without.

The pioneering spirit in social work has given us some of our great crusaders: the Gracchi in ancient Rome, St. Francis of Assisi, Dorothea Dix, Jane Addams, Mary E. Richmond, Graham Taylor, Edward T. Devine, Florence Kelley and others whose achievement has been less conspicuous, have blazed new trails in social welfare at times when only the pioneer could blaze them. Their wilderness was the wilderness of static conceptions of human welfare, of brute force as an ethical form of social control, of complacent acceptance of the inevitability of human suffering and of an over-emphasis on the sweet uses of adversity as the route to character and well-being. It was a wilderness of apathy, ignorance and exploitation. It was no less a wilderness because it existed in the midst of a civilization in which some of the finest expressions of altruism and concern for the under-privileged were potent factors in social life. The pioneers of social work took up unpopular causes. They fought gross evils and they struggled to bring in the new day with more widespread justice, greater humanity in our charity, adequacy in our efforts to protect the weak.

The wilderness into which the pioneers of social work entered is still with us although as a result of efforts which they initiated and the efforts of later generations fired by their ideals it is no longer a completely uncharted no-man's-land. As we look back upon the past twenty years in social work, however, it must be admitted that the pioneering spirit has been less conspicuous than the more sophisticated process of building on a foundation which pioneers have laid. For twenty years in social work we have not had to wander far from a well-established base. For the true pioneer there is no base save his own dauntless spirit, his courage, his faith and his ceaseless hard work against the pressure of forces which he must conquer or to which he must yield. Isn't it true that for two decades at least we have fought for standards of social well-being, for the development of social work as a form of service to mankind without being threatened by some of the pressures with which our professional forbears had to reckon, and able throughout this period to maintain unbroken contact with the diversified bases from which we have derived support and security? National organizations, steadily mounting financial resources, a public constantly more willing to approve and support our efforts and a growing body of tested experience and technical equipment —each of these has served as a base of supplies so to speak, the very existence of which has differentiated our status from that of the pioneer.

Not that progress or security or the results we have sought have come for the asking. We have had to work for our achievement and that achievement has never yet been in balance with the need we have seen or the responsibility we have assumed. There are still areas of outer darkness on the map of human well-being which will yield only to the pioneer spirit. Moreover we find ourselves in the year 1933 with much of the edifice we have built toppling, and toppling partly because we underestimated the forces with which we were dealing, partly because our efficiency was not equal to our vision, partly because the sources of human

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weakness and the wise, efficient way to deal with them are still beyond our ken.

FOR four years the creeping paralysis which has afflicted our civilization and its institutions has disclosed to us the wilderness aspect of the world in which we work. We are suddenly aware of helplessness in the face of forces which we have hitherto manipulated with confidence. We have come to distrust many of our methods and we have begun to realize the inadequacy of some of the foundations upon which we have built. What had come to seem a reasonably well-charted territory has again assumed the aspect of a wilderness in which new trails must be blazed. Trail-blazing is not a task for the settled denizen of a sophisticated social order. It is a task for the pioneer. It calls for faith, competence and the adventurous spirit.

We may well ask, "What is the task we face, what are some of the major problems which call for the shaking off of settled habits of thought and work and the assumption of new responsibilities in the spirit of the pioneer?" I should like to define four problems which seem to me inherent in our changing situation in America, all of which have special significance for the social worker as pioneer.

1. We face an indefinite continuation of greatly reduced resources for social work outside the field of relief and with a diminishing support already apparent even for relief programs. And this in the wealthiest of modern nations.

2. We may expect for a considerable period the persistence of widespread economic insecurity. We may expect for a long time to come to count our unemployed by millions with their inevitable dependence upon community support. And this in a country which historically has had so little poverty that to millions who have come to it as a haven it has seemed the promised land.

3. There is in this country a growing and inevitable tendency, based upon conviction, to develop the scope, the support and the standards of governmental activity for human welfare as the foundation of our social program. And this in a country whose governmental I. Q. has never been high.

4. We are aware of a growing uncertainty as to the rôle of philanthropy in a progressive human society, and this in a country which has probably led the way in the use of private wealth for social betterment.

These four major trends seem to me to force us to re-examine in its entirety our social program, its traditional implementation and the philosophy upon which it is built. I have purposely stated each of these trends so as to contrast their sinister implications with some of the ideals and cherished assumptions underlying traditional faith in the social well-being of America. I have stated this contrast in no spirit of cynicism, with no purpose of indictment but because I believe that if these trends present some serious problems to us, new at least in their magnitude at the moment, the ideals and the cherished assumptions are equally valid facts whose persistence, if we have the wisdom to perceive it, may be essential parts of the foundations upon which we must build.

WHAT should be the attitude of the professional social worker in the present period of retrenchment and in the period of adjustment which lies ahead of us? As I see it, we can make retrenchment a virtue of necessity, resisting it at every step, yielding to it when it can no longer be resisted, justifying our reluctance to cut budgets, to discontinue service, to limit organization on the ground that we must fight to the last ditch to conserve what, during a half century or more, we have so painstakingly built. Or we can conceive of the period through which we are passing as an entirely normal phenomenon in civilized society as civilization has developed up to the present time, and regard it as presenting the most exacting kind of test to resourcefulness and statesmanship.

Retrenchment can be a rout or we can make it a masterly retreat. It can be a period in which we abandon temporarily some of our most cherished projects, in which we shelve for the time being some of our ambitious plans, in which we make temporary adjustments in organization and service until the storm blows over and we can once more resume the work of permanent social welfare on the old basis with the old traditions, the old methods, the old conceptions, the old institutions. On the other hand, we can interpret no small measure of our present confusion and organizational chaos as in itself evidence of the inadequacy of the structure which we have built and perhaps also of the uses to which we have put it. Circumstances may force us to re-examine our objectives and our methods but we may fairly ask in whose hands is such re-examination likely to be the more fruitful for human betterment—in the hands of him who bows to the inevitable or in the hands of him who welcomes the necessity as an opportunity to think of the future unhampered by an emotional allegiance to a past which may have been over-institutionalized.

At this point I am moved to refer briefly to a query which comes to me increasingly. Is there a future for social work? Is our profession losing status and influence and thereby quality as a result of this depression? Has the American public become skeptical as to the value of social work? Do we face just around the corner a coming in of a new social order in which social work will be unnecessary? I have no final answer to these questions but in passing I should like to point out some facts which seem to me not without significance.

It is true that many social workers find themselves now without employment and many others are none too secure in the positions they hold. Nevertheless, judging from such information as I can find available, there seems to be less unemployment at the present time among social workers than among any other professional groups with the possible exception of medicine and the United States army. Again, it is probably true that during the past three years this nation has increased its expenditures in only one area and that is the area of social welfare. To be sure it has reduced its support of many forms of social work and the increase is due entirely to the colossal expenditures for relief. Nevertheless the total expenditure for social welfare has increased—and for precisely that kind of social work most needed in this depression. I think, also, that there can be no question but that we have greater evidence of public conviction regarding the importance of social work than ever. Despite the reduction in total money available for many forms of social work, despite the failure of chests to reach quotas, the fact remains that never have so much conviction and hard work been exerted by lay groups for the maintenance of social work than has been true during the last three years.

Finally, to those who suggest that we may have lost our conviction, to say nothing of our standards, in social work as a result of the pressure of sheer relief and the lack of support for other forms of work, I should like to point out that for the first time in a major crisis of this sort we have a substantial body of well-qualified professional social workers. To suggest that standards have been

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permanently lost, that the impetus for the resumption of service in this country will not be forthcoming is to deny the fundamental significance of the professional competence represented by the whole body of social workers. Standards in social work, conviction as to its possibilities for human welfare do not reside in books, in laws or in the archives of social agencies. They are the spiritual and intellectual possessions of a group of professional men and women. The competence of the social worker is as accessible to a society in need of its service as is the competence of physicians, architects, engineers, lawyers or clergymen. Like the competence of these other professions it can have no outlet except as society is conscious of a need for it.

In a message to professional social workers in 1921 an American philosopher wrote as follows:

> No profession can pretend to determine what the individual shall be, or what society shall be; the person must take his own ultimate responsibilities. And neither a Spencer nor a Marx, a Marshall or a Jefferson, a philosopher or lawyer or social worker as such can prescribe what society ought to be. Disappointed as we may be by this or that voice or act of the people, it is nonetheless this will which in the long run must choose its path, making its blunders and learning by experience the emptiness of its superficial goods, the meanness of its low desires, the folly of selfishness and isolation, the penalties of greed and indifference. You will as social workers need to be modest in your claims as well as your expectations, and you will find patience as often needed as courage.
>
> But if you can not arrogate the authority to direct, you may, if you understand human nature and human maladies, social structures and social functions, do much to make clear to individuals and communities the meaning of life, and the possible ways of achieving some at least of its goods, and avoiding some at least of its worst blunders. You may not assume to decide for society whether it shall be capitalistic or socialistic, acquisitive or cooperative, but you have the duty, if you have the proper scientific equipment, to point out what all these various ideals will mean, and how the well-considered choices of men, for decent homes, steadier work, richer leisure, juster laws, fairer distribution may be put into effect.

Social workers then can never be bureaucrats creating jobs for themselves, they can never demand that society shall avail itself of their services but, unless history is without significance, it is not likely that a time will come when society will be unaware of its need for expert leadership in the effort to promote its own well-being. The future of social work, as we know it, does not hinge upon the public willingness to support a social-welfare program. I think rather it hinges only upon the ability of the professional social worker to disclose to the public his possession of the kind of competence which will give the public confidence in his leadership.

CAN we be more specific in our analysis of the task that lies ahead of us? In the space which is available I shall confine my discussion to three problems about which fundamental thinking by social workers seems essential if we are to play our responsible rôle in the period of reconstruction.

1. I believe the most important responsibility resting upon social workers at the present time is that they shall divest themselves so far as possible of what I can only define as the vested interest attitude. I venture to quote at this point William James's phrasing of a truth which has had more acceptance than practical application. He states: "Most human institutions, by the purely technical and professional manner in which they come to be administered, end by becoming obstacles to the very purposes which their founders had in view;" and the philosopher whom I quoted earlier in his address to social workers remarked, "The tendency of every institution, of every profession, of every impersonal group, is to become partial, mechanical and rigid."

It is perhaps beyond reason to expect complete self-effacement on the part of every individual with respect to the essential nature of his own job, of every organization with respect to the importance of its own function and of every group with respect to the importance in the whole constellation of social work of its own field. Nevertheless social work has grown in efficiency by reason of its concentration upon responsibilities, functions and services more and more clearly defined. The inevitable result has been to develop a partial conception of social work rather than a comprehensive one, to develop rigidity in specialization instead of flexibility in our total organization, to over-emphasize the technical, mechanical content of forms of service instead of the fluidity of such service as a part of the larger conception of service itself. In my judgment the greatest obstacle to statesmanship in the present necessity for liquidation in social work, for the cutting of budgets and the simplification of organization, is the too rigid insistence of individuals, organizations and fields upon the importance of preserving the integrity of jobs, functions and fields as we have known them.

Somehow or other we must break through this vested interest complex. Somehow or other, however specialized our function, we must acquire the habit and the wisdom necessary to see social welfare whole. This is a responsibility which rests not only upon those in positions of community and agency leadership but upon the whole rank and file of social workers. Whatever may be true of other professions, architecture for example, no single item of social work has any justification except as one part of a larger service which embraces the whole of social work. A professional practitioner who has spent years in training and experience to develop competence in the use of professional craftsmanship which, given the opportunity, will enable him to produce results of a high order may be pardoned for resenting a crash in civilization which robs him of his opportunity. Precisely this is the predicament of many of us at the present time. It is impossible, with curtailed facilities, with the tremendous overload upon social workers, to reach anything like the standards of achievement which we have so laboriously and conscientiously carved out of experience.

IF THIS experience were forced upon one as the result of a passing emergency, one might be justified in biding his time until the opportunity for fine-grained professional practice returned. If, however, the emergency continues and it becomes clear to the thoughtful mind that it has gone so deep, it has persisted so long as to create a new world, the highest form of professional service may be to adapt oneself to reality and to be content to build anew from whatever beginnings may be feasible. The plea which I am making for a change in the vested interest attitude is probably the severest test a human being can meet. William M. Evarts, in his defense of President Johnson during the impeachment proceedings, told of a friend of his, an elderly woman whose Calvinistic religion had been one of her most cherished possessions all her life, who replied with despair to an ardent young friend who was arguing with her as to

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the soundness of her theology, "If you take away my total depravity, you take away my religion." To many of us to take away or even to reduce the service to which we are professionally committed is to take away not only our own individual usefulness but to eliminate an essential part of social work.

If this were not in large measure true, there would have been something essentially unsound in our whole professional development. Nevertheless, like any other form of human effort which tends to become institutionalized, social work at the present time, to quote William James again, by the purely technical and professional manner in which it has come to be administered, has become to some extent an obstacle to the very purposes which its founders had in view. This tendency to crystallize, to be inflexible in the face of a need for change, is always a matter of personal attitudes. If we can break through the attitude of vested interest towards job, function or field, we shall have taken the first great step towards competence for the supremely responsible tasks which lie ahead of us.

We cannot be content, however, with a philosophy however adequately it may meet the requirements of a retrenchment period which stops there. It would be temperamentally impossible for social workers to face the future in any spirit except that of determination to extract from the present crisis the utmost of constructive suggestion for the social welfare of this nation during the long future which will begin when this depression lifts. I have neither the time nor the competence to formulate a charter of social justice nor to sketch a chart of the social organization which is needed to bring it in. I should like only to point out the peculiar responsibility which will rest upon us as social workers if we are to achieve what seem now like two major objectives whose acceptance has been all but assured by the lessons of this depression. These objectives are economic security and the acceptance of governmental activity in the field of social welfare as the foundation of our whole social program.

The most important assumption which we need make with reference to the achievement of economic security and of efficiency in governmental administration in the field of social welfare is that both will take an indefinitely long period of time. The long pull ahead in the fight for economic security and efficiency in governmental social work is to me almost the primary fact in defining the responsibility of social workers from now on.

LET us put ourselves on record as unwilling to participate in a civilization, to say nothing of profiting by one, which does not work ceaselessly and fruitfully towards the achievement of economic security. That hundreds, thousands, millions of human beings, despite their integrity, earnestness and willingness to work, should live for days, weeks and years with no assurance from day to day that either food or shelter or the wherewithal to secure them can be made available is abhorrent not only to an exalted sense of justice but to a sense of common decency.

What have we as indications that a program is in formation which will bring economic security nearer than it has been? We have discussion of unemployment insurance, the thirty-hour week and minimum-wage laws and we have some proposals looking toward the stabilization of industry. Perhaps we should add that we have also a much more strongly held conviction that economic security must be achieved. If we credit these proposals with the maximum possibility of adoption and later accomplishment, we must admit that we are still a long way from a program which will insure economic security. Moreover the wisest and most experienced of economists and industrialists have little confidence as yet that the formula has been found which will prevent a recurrence of industrial depressions or that, given industrial depressions as inevitable, our devices for dealing with unemployment can be made adequate. Nevertheless there is at the present time a highly encouraging determination to set to work at this problem and to be satisfied with nothing but continuous progress towards its solution. Nothing is more important by way of psychological preparation for the task than that we should recognize its difficulty and set ourselves no time limit within which final results must be secured when we know that to assume quick results to be possible can only lead to disillusionment.

Let us note next the obvious fact, that the development of a national program looking towards economic security must be a cooperative task. Such a program will require the contributions of economists, those skilled in the art of legislation, public administrators, industrialists, social scientists, social workers. The danger is that any of these groups may impede progress in one of two ways. They may arrogate to themselves as experts the right to determine what the program should be in some aspects with respect to which they are not professionally competent. The other risk is that some of these groups may impede progress by failure to handle adequately that part of the program which lies within their competence.

The most effective contribution which any participant can make to a cooperative enterprise is to carry his own assignment with the greatest possible efficiency. What does this mean for the social worker with respect to the national effort to secure economic security? It calls first for an understanding of the total effort which is to be cooperatively made. We must be as keenly aware of the rôle which can be played only by economists, industrialists and other groups of collaborators as we are of our own and we must be prepared always to test their contribution and ours both by those broad human considerations which make economic security imperative and by the practical workability of the total program which evolves. Here again we cannot be specialists in our philosophy.

The next step is to consider precisely what the professional competence of the social worker can contribute, what it will mean practically to the effort to insure economic security if the social worker performs adequately his part in this cooperative enterprise. As I see it, social workers are in a position to present and interpret the data which demonstrate the economic and human cost of insecurity. They are in a position not only to establish the need for a program but to provide some of the tests by which the adequacy of such a program must be judged. This is no new assignment for social workers. They have throughout their history, from the days of the pioneers down to the present moment, been disclosing to the American people the cost in human deprivation, demoralization and suffering which follows when men can find no opportunity to meet their elementary economic needs.

SOCIAL workers have also something to contribute with regard to the workability on the administrative side of specific measures such as unemployment-insurance and minimum-wage laws; and they can legitimately, because of

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their authoritative knowledge of the need which must be met, participate in the effort to secure the enactment of such measures.

If I am right, however, in suggesting that the achievements of complete economic security will come only in a remote future, I am inclined to believe that our most important part of this cooperative task will be in the development of standards of efficiency and adequacy in the administration of relief. Relief seems to me thoroughly unsatisfactory as a route to economic security for any large part of the population. Nothing less than stability of employment and insurance against the irreducible hazards of unemployment can satisfy us as the established means to economic security. Pending greater assurance of achieving both in adequate measure, we shall have to depend largely upon relief.

I should like to say at this point that, recognizing all its defects and limitations, I regard the relief program of this country during the present depression as, on the whole, a magnificent achievement but it can be so regarded only in contrast with previous efforts and in comparison with the magnitude of the task which was precipitated upon us. If we use other measurements our relief program makes a dismal picture. It has not assured economic security to the unemployed and its administration has revealed a disquieting combination of efficiency, bungling and lack of control. Despite the helplessness of our profession in the face of this bungling, I believe that no other group has the qualifications to formulate a program of relief that would be adequate in amount and administered with a minimum of sting. If, as most of us at some time have been, we are tempted to indict economists and industrialists because they have not been successful in their task of stabilizing industry, perhaps we should remind ourselves that we have been equally unsuccessful in our task of establishing a sound relief program. That task will require more penetrating thought, more concentrated effort than we have yet put into it. It will be a long-time job and when, as a result of thought and effort, we have evolved a sound relief program, we shall have another long job of securing its acceptance by the American public.

This I submit is a task for social workers with the pioneer spirit. We have a vision of economic security. Some of us have a passionate commitment to the task of achieving it, to the crusade if need be, which will give that vision reality in the lives of men. The true pioneer has always a vision. The vision alone never carried a pioneer through his hardships. For the sake of his vision and in the faith that he can bring it to reality, he is willing to work, to suffer and to endure, to overcome obstacles, to find his way around difficulties, but always endlessly to work, and never can the pioneer depend for the realization of his vision upon any reinforcements to his own faith, courage and competence except as they may come from his fellow pioneers.

NO LESS difficult seems to me the task of establishing high standards in the public administration of social welfare activities nor can I see this ultimate objective as one that can be obtained any more quickly than we can obtain economic security. It is, however, obtainable. Progress in the improvement of public administration in the United States has been steady during the past four or five decades. This has been true in the field of social welfare as it has been in other fields but we are still politically an inept nation. To have secured a widespread conviction that governmental activity is the foundation of our entire social welfare program is a tremendous advance. It is, however, only one stage on the road that we have to go. Prior to January 1 last there were not more than ten states, if that many, with an adequate public-welfare law including an efficient state department. The number of states so equipped as a result of legislative action last winter may have been increased to twenty. In most such states, however, we have at best the legislative foundation and the administrative structure which are essential to efficient relief. We have, however, neither the personnel nor the public conviction, to say nothing of adequate, tested experience which insures the best results from existing legislation and administrative structure.

Public administration in the United States has traditionally been governed by political considerations of a low order. It must be governed by political considerations because government is a political enterprise. To men and women schooled in the atmosphere of party politics, public administration presents no difficulties. The difficulties are apparent only to one who tries to use non-political standards—such as professional standards—in a political setting. The peculiar task, however, of combining professional competence with adequate political sense is one with which we have not as yet become highly proficient.

Moreover we have a tradition in the field of social welfare that makes wholly invidious distinctions between public and private effort. To some extent this is only a tradition. To some extent it is also an evidence of the vested interest complex. In any event, we shall need to deal with this problem with the fundamental philosophy which recognizes the essential unity of human welfare and the equally essential unity of our program to promote it. That program will include the public welfare department, other governmental departments, such as schools and health, and private agencies. The first essential to good social planning and sound community social work is to conceive of all of these activities under whatever auspices as related parts of a whole. We have a formidable task of readjusting our conceptions of private social work but we have, on the whole, a longer experience of successful experiment in the establishment of standards in private social work than we have in the field of governmental effort.

I conceive the responsibility of raising the standards of public service in social work as resting upon the entire profession. Social workers are social workers whether their support and the support of their programs is paid for by the general public in taxation or directly in philanthropic contributions. In my judgment the most immediate professional responsibility for all social workers is to contribute in every possible way towards the development of efficiency in public agencies. If this contribution is to be acceptable to the American public and their governmental officials, it cannot be conceived as a contribution of private social agencies to a decrepit and unenlightened public service. It must be conceived as the contribution of a recognized profession as much concerned with standards in the achievement of its government as with those in the achievement of private groups.

The present situation in social work therefore calls for a reexamination of the whole attitude of social workers with a new focus at two points. First, the elimination of the vested interest complex, whether held by individuals with respect to their positions, or by organizations with respect to their functions, or by special groups with respect to their

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special fields. It calls, second, for a recognition that we have a long pull ahead of us in the achievement of our two most important objectives—economic security and the establishment of sound standards of public activity in social welfare.

I SHOULD like to discuss briefly the place of private philanthropy in a new social order which, whatever else may distinguish it, will provide economic security and be administered largely by an enlightened government. I do not believe that philanthropy is now breathing its last gasp. I believe that it is inherent in civilized human nature and an indispensable ingredient in human relationships within any society which is to achieve let us say such far-reaching ends as economic security and adequate governmental administration. I believe philanthropy to be like the family, like special-interest groups, an indispensable medium for the expression of interest and concern in the well-being of others which in a less personal and more formalized sense is still the motivation behind the determination to achieve economic security and governmental efficiency in social welfare. The present development of private philanthropy has been in many ways a distorted, forced over-development. The extension and refinement of over-organization and the high pressure methods to which we have had to resort to raise money have robbed private philanthropy of much of its spiritual character. Public expenditures for social welfare may be forced upward without violating in any way the essential philosophy which justifies such expenditures. Private contributions for philanthropic purposes cannot be pushed beyond a certain point, never possible of definition, without destroying much of the philosophy upon which such expenditures are justified.

Nevertheless, there is a role for philanthropy which I think can be established without its being a mere rationalization of a sentiment. Those of us who count our experience as social workers in decades recall vividly a stage in the social thought of America when private charity represented the normal process of dealing with human need—the American way, to use a term which came much later into our jargon. Under this conception the public responsibility was a vestigial one, caring, through its almshouse and other institutions, and through its public outdoor relief, for the chronics, the unimprovables—those hopeless members of society who were not amenable to normal methods of care. As I see the role of the private agency it, rather than the public, is vestigial in character, although at once I should like to withdraw the term vestigial because I think it applies neither to the function of the public nor of the private agency.

I see the function of private agencies as a flexible one, different in different communities. In a community whose educational or recreational systems have not developed some of the opportunities which normally belong in such programs, I see private agencies filling that need. In other communities where a sluggish public opinion or an uninspired administration restricts a relief program, leaving many imperative needs unmet, I see a private agency supplementing the program of the public department. In a period in which adequately trained personnel for public departments are needed, I see the greater mobility of private agencies producing trained, mature personnel more rapidly than public departments can develop them. This adaptation of the private program to the immediate current status of the public program seems to me achievable only if we abandon the vested-interest complex, abandon also any hard and fast logic defining respective functions in public and private efforts, think always of our social program as a whole with unity running throughout its parts and conceive the program of private agencies as essentially opportunistic.

I CAN see then three directions in which private agencies may fill an indispensable place. First, they may play in the individual community an entirely pragmatic and opportunistic role determined by the current development of public work. If our conception of the essential unity of our social-welfare program be kept alive this would mean that any current division of labor as between social agencies, public or private, would continue until developments suggested the wisdom of a change, with the development of public work under the influence of competent professional leadership as the most important factor in determining the need for change.

Second, I see an inevitable lag between any kind of statutory provision for meeting human need and the scope and character of such need in the community. Mothers' assistance, workmen's compensation, old-age pensions, the enforcement of immigration laws—to mention only a few well-established areas within which the government functions with respect to human beings—all present even under our most enlightened administration, limitations beyond which statutory effort cannot go even though the human need towards which it is directed has no such limitations.

Third, human need is always relative, the standard of living is relative, poverty is relative, economic security is relative, standards of efficiency are relative. It is quite apparent that the function of experimentation and demonstration which we have been accustomed to assign to private agencies must take on new meaning in the years ahead. Experimentation and demonstration are entirely possible under public administration but despite the strides that have been made in public education, we are finding that private educational efforts are still contributing impressively to advance in educational methods. So I conceive of private social agencies contributing to the advance of our social program into areas which it has not yet reached and contributing to its advance also in higher standards of work in its more traditional activities.

What is the vision which we hold of the new social order? Mine does not go beyond the day when, for the purpose of increasing for all men the way and the means to richer living, we make better use of the ideals, the wisdom, the knowledge and the resources which we now possess and the increment in all of them which their intelligent use will create. We shall not make better use of these possessions if we continue to venerate the work of our hands because it is our work; if we continue to dignify our own stupidity, blindness and self-interest by miscalling them conservatism and service; and if we continue to assume that to think and act cooperatively must involve a loss of sparkling individuality. It is the ideals, the wisdom, the knowledge and the resources already in our possession that furnish the ground-work of our faith in the future, and not the structures which we have created to give expression to them. I believe that our ideals, our wisdom, our competence are entirely adequate for the task that we have ahead of us if we are willing to make the fundamental adjustments in our own attitudes which now rob them of their full fruition.

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Design for Nursing

By ANNE SCOTT

AS usual, our Women's Club had been violently discussing our personal financial difficulties and trying to outdo each other in tales of economic woe. The president called us to order sharply and the routine business of the meeting proceeded. At length we came to the inevitable question:

"Is there any new business to come before this meeting?"

A member of the board of our Memorial Hospital arose—

"Madam President, I would like to suggest that this club take under consideration the plight of the private-duty nurses in our city. Do our members know that many, many well-trained graduate nurses have no work and have had none for weeks—months in some cases. Our registry reports many in actual need. I understand that the nurses themselves have a small relief fund which they are using and a few who have had steady work are dropping off the registry for a month to give the others a chance at calls, but I would like to suggest that this club ask the community chest or the Mayor's committee on unemployment or some other relief group to study their situation and offer help." She sat down.

"I understand that this is a motion—is there a second?"

"I second it, Madam President."—Seconded by one of our elderly members.

"Is there any discussion?"

"Yes, Madam President, there certainly is!" This explosive protest came from the wife of one of our big bankers. "Of course, I am sorry for the unemployed nurses in need, but what are they doing to help themselves? Have they come down in their charges? No! Are they willing to nurse for what they can get? No! Have the nurses in this city issued any statement to the effect that they will work by the hour? No! I am vigorously opposed to any such motion as is now on the floor!"

"But Madam President!" This, as one might expect, was a doctor's wife. "There are too many nurses. We all know about that situation. We know the profession is doing its best to cut down its numbers. Meanwhile, should the nurses already in the field not be helped? Is it their fault that there is not so much sickness this year? I say help them in every way we can!"

"I'd like to say—" Timid voice and flushed face belonged to one of our unmarried members who lives quietly, and very carefully now that dividends have shrunk, with her mother in a rambling old house on the avenue—"that I agree with the first speaker. Last week I tried to get a graduate nurse from the registry to stay with Mother for a month while I went to visit my married sister in New York. Mother is not strong, you know, but she is perfectly well. It was just that I wanted some one besides the maid to be in the house to keep an eye on her and know what to do in case of an emergency. I offered to pay a hundred dollars a month with maintenance and laundry. That comes to more than our public-health and school nurses get and they've taken cuts, but no graduate nurse on the registry would accept the position. I can't say I am eager to help any one who does not help herself."

"And Madam President—" This was the vice-president of our club—"last month my son broke his leg. He came back from the hospital after a week and we brought his nurse with him. It happened that I was called out of town for two days and one of the days was the maid's afternoon off. The nurse refused to prepare dinner that day for my husband, Jerry and herself. We let her go the next day and got a practical nurse. Do you blame us?"

HEADS were shaken negatively all over the room. Groups broke into sibilant whispering. Suddenly the librarian of our public library rose to her feet:

"Madam President, I know I am no one to plead the cause of the private-duty nurse. I am not one and I never had one! But I do happen to know two of them rather well and have heard them discussing this matter. In justice to them I think I ought to state their situation as I understand it.

"There is less sickness. There are too many nurses. And there is great irregularity in their employment—perhaps two days of strenuous work, six idle—meanwhile overhead goes on just the same: rent, laundry, telephone, meals. The average income of a fairly steady worker is less than $1300 a year. Some nurses during this past year have not made $600. How can they reduce their charge?"

"Well, I can make one suggestion," the wife of the editor of our daily paper stated. "They might meet as a group, decide on a sliding scale of charges and announce that people unable to meet their full charge would be cared for on the sliding scale on the basis of time. I mean six dollars for twelve hours, four dollars for six hours or something like that. Isn't steady work at a lower rate better than no work at all?"

"I think you'll find," the librarian defended, "that nurses are always willing to take less pay if the patient really cannot afford to meet the full charge for care. My nurse friends have certainly told about cases where they have accepted half fees for their usual service."

"Well then, why don't they *publish* that fact?" An editor's wife would say that! "How can the doctors or people know that they can get nurses for less if they don't announce it! Cut prices in all other commodities are heralded from the roof tops, why not in the nurses' service? Then they'd be busy!"

IS the plight of the nurses their own "fault" singly or as a profession? This article is the report of an actual discussion by a group of interested and sincere clubwomen, considering nursing from the patients' and the community's viewpoints. The author, herself a nurse, was present at the meeting described. She writes under a pen name to avoid identification of the club members and the town in which they live.

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"I guess they don't think publicity is ethical. There is something else too: You see six dollars for twelve hours nursing care is really not much for skilled service. I know not one of us here would hesitate to spend fifty cents an hour if the money meant life to one of our dear ones, and sometimes that is just what nursing care does mean. The nurses did not run up their charges during the prosperous years, so now they figure their charges are just suited to the lean years. It is very hard for them to see their wage standard lowered."

"But isn't it a case of lowering the charge or starving? Is there any choice?"

"And should relief funds be used for a group that is employable, for which there is still a demand? I can't see that there is any real need to draw on the community resources for them yet."

"Well I'm sure I wish one of the nurses were here to speak for herself and her group. I'm afraid I don't understand their situation well enough to defend it any further." The librarian sighed and sat down, adding, "But I don't see what they are coming to!"

"Don't you?" The banker's wife was on her feet again. "I can tell you. The untrained practical nurse is going to take their place. Either they have got to scale their charges downward or else do a household job in the homes of their patients. Why, don't they realize the losses we have had? The cost of living has fallen in everything but nursing. Don't they know that some job is better than none? Better for their morale as well as their pocketbooks. I fear I have no patience with them!"

"Question!" Some one called feverishly from the back of the room.

"Are you ready for the question?"

"Question" came the chorus.

"All those in favor of the motion to request our Community Chest, Mayor's Committee or some other relief agency to study the situation of the unemployed private duty nurses with a view to offering relief in some form, please signify by saying, Aye."

There was dead silence.

"Those opposed, No."

"No," "no," "no." Vociferous noes from all over the room.

Our president sighed. "Well, there is no doubt about how you feel in this matter. However, I dislike to have a problem of so much community import pass by without some constructive action from us. I don't know whether the local nurses' association would welcome any ideas on this subject from this club. Do you know if they would?"

The Librarian answered. "Yes, I think they might, but I don't know. I'm all at sea on this."

"We can but try! Would any club member like to suggest ideas for our secretary to list to be sent with an informal letter to this group—what's its name, please?"

"The Graduate Nurses Association, District 3."

"Thank you. We can explain that this matter came up for friendly discussion and we are passing on our thoughts in the hope they will be helpful and as being fairly representative of the feeling of the consuming public on this community problem. We can assure them of our warm interest and desire to help. How would that do?"

"Oh splendid! Madam President, I so move!"

"Second it!"

"All in favor?"

"Aye" as one voice.

"Opposed? The motion is carried. Very well then, if you will now suggest ways and means to help the nurses out of their dilemma, the secretary will list them. Please be practical!"

"Madam President, I think we must be careful to say in our letter that we know some of our suggestions will be useless, but we offer them for what they are worth and we would welcome a chance to meet with a committee of their group to arrive at a better understanding of the whole thing."

"Thank you, we will try to make that point in our letter. And now for your ideas. One at a time, please!"

THERE was a long pause. Suppressed laughter and whispers were heard as the silence grew prolonged.

"I guess we are not as bright as we thought we were! What's the matter? Did I scare you by saying our ideas must be practical?"

"Well, Madam President, since I was the first to protest so violently, I think I ought to be the first to make a suggestion. Why not suggest to the nurses' association that it consider lowering the charge per day and also figure out a sliding scale of prices for half days and hourly work."

"And publish their decision in the paper and send the rates to all the doctors and hospitals!" The editor's wife interjected.

"And say something to the effect that in case a patient is unable to meet the full cost of service, an adjustment will be made—at least tell the doctors that."

"And I'd like to add that if they could offer care by the month on a salary basis for aged and chronic people, it would help some of us a lot."

"Also Madam President, would there be any objection to the registry's calling nurses in the strict order in which their names are listed? I understand some nurses are called for all the time, some never get a chance because they are not asked for by name."

"But doesn't that mean they are incompetent? A good nurse makes her own way, doesn't she?"

"I don't know. I wonder if a registry has any way of knowing a good nurse except by the number of times she is asked for?"

"What! Don't they have any check on a nurse's work? How awful!"

"In the Visiting Nurse Association they have supervisors."

"Has the registry supervisors?"

"I don't know—I—"

"Ladies!" The President's gavel rapped. "May I suggest we stick to our subject? If you want to know more about registries we will ask the registrar to talk to our group. Meanwhile, have you any further ideas about unemployment among nurses?"

"Well, it's all one to my mind, but I have a suggestion to make: I think the nursing group needs a community information committee or a publicity committee if you will, of nurses and lay people. May we suggest that? I'd like to serve on it!"

"Has the registry a board of directors representing doctors and us—the potential and actual consumers? I think such a committee or board might help find jobs and interpret the situation to the general public. The nurses can't do *that* themselves."

"Good! I like that suggestion. Next?"

"Even if the nurses have no such committee, couldn't

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they meet with the doctors and us sometimes? See how little we know about their problems, and I'm a doctor's wife!"

"And it seems to me ridiculous that a little chit of a new graduate gets the same pay as an older, experienced nurse. Why don't they charge according to experience and skill?"

"That calls for supervision again."

"And some of the older nurses are hopelessly out of date. They ought not to receive as much compensation as the alert younger nurse."

"Or couldn't they go to lectures or study to brush up, especially now that there is so little work?"

"I think the most important thing is to make the private-duty nurses realize that the world is changing and that they must change with it or be left behind and see their places taken by a less skilled but more adaptable group. Away with precedents and traditions and ethical hedges! Dare we say that to them?"

"Let's say it anyway! After all our purpose is a genuine desire to be helpful. We have no axes to grind. We want the nursing profession to ride out this storm, maintain its high standards and make the depression an opportunity for wider usefulness to the community and better public understanding. We do want to help! That ought to be our 'open sesame'."

"And Madam President, I think these suggestions are really worth passing on to other communities where nurses are struggling with the same problem. Couldn't we get these ideas published somewhere? Using no names, of course."

"Has anyone any objections to this plan? No? Then we will try it and hope other groups such as ours may be interested as well as the nurses. Our ideas may not be practical, but they are sincere!"

"Is there any further business to come before this meeting? If not a motion to adjourn is in order—"

Where the Rent Money Goes

By HENRY S. CHURCHILL
Member American Institute of Architects

THE facts about the slums are well known. New York has the worst in the world. Remedial legislation has completely failed. In boom times landlords plead there is a housing shortage, and there is no place for the poor dear tenants to go; in depression times the scurvy tenants move out and the landlord has no money. The courts always listen. Consequently well over a million people in New York live in buildings without an indoor toilet, without a bath, with no decent privacy, no decent light or air. Yet the rents of these slums have not fallen one cent since 1928, although wages have slumped so that a rent that then represented about 20 percent of income now represents 45 percent.

In New York City there have been many schemes for slum-clearance but none at all for real housing, because the supposition has always been that the "blighted area" must again be made to blossom its interest, taxes and speculative profits. The only way this can be done is by building potentially greater slums, which while decreasing the ground area built upon, actually at the very least *doubles* the population per acre!

The reason for this and for the impossibility of providing real housing in place of the slums, even out in the Bronx (the Hillside project is too expensive to meet a real need) is that we have not dared to face the problem of subsidy at its source, i.e., it is not subsidy of *building* that is necessary, but subsidy of *money*. In other words, it is of no use whatever for the government to loan money at 5 percent and 2 percent with amortization, even if the advance covered the entire financing. Money should be advanced at 3 percent and amortized at 1 percent—and the problem would be well on the way to solution.

In the typical "slum clearance" project about 65 cents of every dollar of rent represents money costs. It is instructive to see this confirmed by an analysis of the published figures for Knickerbocker Village, to be financed largely by the Reconstruction Finance Corporation—the only housing loan made thus far by the RFC. The total cost of this development in New York City is about $9,300,000, the land costing about $3,170,000—somewhere around $15 a square foot! The 6030 rooms are to rent for $12.50, the highest figure permissible under the New York law for tax-subsidized housing. Of the $9,300,000, 85 percent is financed by the RFC by one of those financial coups of which we are so fond: only $6,334,000, or about 67 percent, is being *loaned* at 5 percent, 2 percent amortization, while an additional $1,666,000 is merely *advanced* against 5 percent debentures, to be retired—hopefully—in sixteen years. The balance is equity stock to pay 6 percent.

Reduced to terms of the rent dollar, this means, using the figures submitted to the RFC, that over a period of fifteen years, in every one dollar of rent,

35.48 cents goes for operating, taxes and maintenance,
51.80 cents goes to the RFC as interest on loan and "advance," and to amortization of loan,
6.28 cents goes to the holders of equity stock as interest,
6.44 cents goes to the retirement of the debentures.

Additional income from stores, basement concessions and submetering, instead of going to reduce rents goes towards the "retirement of the debentures in 15.19 years."

Out of every dollar, 64.52 percent is paid for the use of money, 85 percent of which is advanced by the government towards a project utterly beyond the reach of well over three quarters of the population, on land "blighted" to a mere $15 per square foot, and at least doubling the population of the area "cleared"! Slum clearance for the benefit of speculators and the well-to-do, yes . . . but not housing.

But take another set of figures. Assume $1 land (there is plenty of it near Manhattan), 3 percent interest and 1 percent amortization, and it is possible to build four-story walk-ups on 50 percent of the ground to rent for about $6 per room. The 1 percent amortization is enough because there is no complicated construction, no elevators, no obsolescence worthy of the name, and if the project is simply planned and well built, it surely should be good for fifty years.

Or assume, going on the Knickerbocker Village figures, that interest on $9,300,000 was 3 percent and amortization

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on the $6,130,000 building was left at 2 percent—rents would drop to $9.92 per room per month. And this without using the "extra income" of submetering and stores—a reserve fund, or a further reduction, of $14.57 per room per year ($1.21½ per room per month).

We will not, we cannot, have real housing as long as we refuse to face the subsidy problem. The bankers take their interest because the public takes no interest; the government finances private enterprise without regard for public pocketbooks, and the non-interest-taking public thinks it is avoiding taxation for "socialistic subsidies." In reality it is paying taxes on ever-mounting subsidies for police, jails and courts, hospitals and clinics, insane asylums and a cost in depravity and misery that is surely incalculable.

If we are to clear our bankers and speculators out of their financial slums by 85 percent loans of government money for potentially worse slums, it is just as well that they should pay fancy prices for that money. But why call it slum-clearance or housing? Is it clearing slums to double the population of an area just because you "house" it vertically instead of horizontally? On the other hand, if we are to have *housing*—and it has nothing to do, except indirectly, with slum clearance—let us have it through the only form of subsidy that will do any good—subsidy of the cost of money, the item that accounts, at prevailing rates, for 65 cents out of the 100 in every dollar of rent.

Fiddles and Food

By MARTHA CRUIKSHANK RAMSEY
Director Cleveland Music School Settlement

"WHY teach him to fiddle when he needs food?" Numberless times, in numberless ways the question is put to us. Of course the reasonable mind says, "Food comes first." Only a fool would argue otherwise. And yet out of the comings and goings at the Cleveland Music School Settlement, out of the daily conversations with parents and children who come to the door, emerges a conviction that confutes reason, a certainty that the hungry themselves long for things other than bread.

The names are of course disguised, but the conversations are transcribed as nearly verbatim as memory will allow.

Speaks Antonetta: "Honest, I can't pay for Tony's lessons now! My husband, he don't mek more than ten or 'leven dollar in whole month. He used to mek good living. We had everything nice. I used to hev nice job too. I mek Italian embroidery. I sell pillow-case to Marshall Company for three dollar anda half. Marshall Company sell for seven or eight dollar. I mek tablecloth and Marshall Company sell for twenty-four fifty. I hev to buy linen and thread. It costa lot, but still I used to mek a few dollar. Now I hev table-cloth half finish. It take sixty-five cent to buy thread. I hevn't got sixty-five cent. My husband don't mekka hardly nothing. I didn't want to go to Charities. I do everything that we shouldn't do. I had nice embroidery when I was marry — I never use, and I solda every piece, *everything*. I hev grocery bill five hundred dollar. I borrow from my friends. I didn't want to go to Charities, but what can I do? So now I sew for Charities. Every Thursday I bringa sewing. I couldn't come on street-car, only if my sister let me wear her hat and shoes. But Tony's lessons! He play so nice on the violeen. Every day he practisa long. He lika the violeen, and he lika his teacher too. His teacher say he do very good. I think and think, but I can't pay for Tony's lessons. Not now, maybe someday! Honest, I tek the bread out of my own mouth if it would give Tony lesson. But what can I do?"

Speaks Simon: "I hev to esk dat maybe you vill vait a little before Sarah should start her piano lessons. I say to my vife dis morning, 'Vat shall ve do about Sarah's lesson?' And my vife, she only begin to cry. And I spik to Sarah, and she cry too. My God, I don' know vat to do! Sarah has been seek all sommer—vas in hospital for operation, and I hev to borrow money to pay hospital bills. I hev only two days vork, sometimes not dat! And my Sarah hes not looked goot to me since she vas in de hospital. De doctor, he say she should hev Guernsey milk—a quart every day. Twenty cents a quart is dat—I hev to figger how I can get dat milk for Sarah. I bought some tings from a junk dealer—shock absorbers for de car,—goot ones dat at retail store sell for ten times vat I esk. But you can't *gif* nothing avay now. Dis morning only, I start out early, thinking to sell to men on de vay to fectory. One man, he say to me, 'Aw ve don't need shock absorbers, ve need bread. Let de ol' machine shake!' I try to sell men's ties, but my God, peoples only shuts de door in my face. But I don't vant Sarah should cry for her piano lessons. I try alvays to be a goot father. I figger an' figger, and I says to myself, 'Dere must be some vay to gif Sarah lessons.' She play beautiful, and she like so much music. Eef it vasn't only for de quart of milk every day, I could somehow menege, but my God, how can I both do?"

IN these days I am surer than ever that a child's ability and desire to study are reason enough for his studying. What difference the economic state of the nation?

If this has been important in years gone by, it is doubly important now when the child, surrounded by an atmosphere of insecurity has little enough opportunity for escape. Blessed is he who can have the assurance that after all, there are certain values in this world which are enduring!

For those agencies that believe in the visionings of parents for their children, and in the artistic yearnings of the child, these are trying days. With decreased earnings and reduction of contributions, it is hard to say which task is the more difficult: to turn away gifted children who cannot afford to pay a minimum fee, or to accept even that minimum from parents for whom the sacrifice is truly too great.

An unemployed musician painstakingly copied the Scarlatti Pastorale from a library copy that his daughter might have it to study. A highschool boy wanted to pay for his lessons with the earnings of one day a week which were to have paid for his lunches. A father whose family is supported by the Jewish Social Service Bureau was willing to spend all of his time peddling a small article from door to door, in order to provide a music education for his daughter.

For such desire and sacrifice, there must be some recognition. Must the child's cry to fiddle be entirely hushed because he must have food?

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Thank You, Officer, We Can Manage

By GERTRUDE SPRINGER

What should relief workers do when:

A waiting client suddenly throws a paper weight across the office and begins to scream?

A client disrupts the waiting room with loud threats of what he proposes to do to the interviewer?

A delegation with banners and baby carriages demonstrates noisily under the office windows?

A large and voluble committee, with police hovering in the background, demands a hearing for its protest against the relief system?

WHANG! Dull undertones from the busy outer office were shattered by a crash and a shrill scream.

Miss Bailey, struggling with an unbalanceable budget, snapped to attention. She knew exactly what had happened. Some poor soul, worn out with the heat and overlong waiting had "blown up." Thank goodness it couldn't be ink this time. After Mrs. Sadowsky's disastrous "spell" last week inkstands had been stowed out of reach. Silence now in the outer office, then the click of a typewriter, and Miss Bailey dared tell herself that this time the girls had kept their heads. Another moment and her 'phone buzzed the signal from her secretary. "Yes, Miss Floyd. Waiting for Miss Hunt you say? What's the name? Mrs. Bruno? Certainly, bring her in here."

Miss Bailey, calm and collected, met a flushed and shaken Mrs. Bruno at the door. "I am sorry you were upset. There's a little more air here by the window. This heat is enough to upset anyone. Here, let me lend you a handkerchief. Honestly, Mrs. Bruno, if I were you I would just cry it out." Returning to her desk Miss Bailey busied herself with a heap of papers. Five minutes and the sobbing ceased. "I go now, Miss." Mrs. Bruno, eyes cast down, deposited a damp wad of handkerchief on the corner of the desk.

"Feeling better? I'm sorry you had to wait so long. You see Miss Hunt is out visiting families and no one can be sure when she will be back. Don't you want to tell me what is troubling you and I will give Miss Hunt the message?"

"And there," added Miss Bailey to herself, "there goes my evening if that budget report is to be ready for the committee tomorrow."

The most demoralizing treatment of excitement is excitement, say the supervisors of relief districts where excitement of one kind or another is part of the day's work. After three years of strain and uncertainty frayed nerves are taking such toll among the unemployed that it is the exceptional relief office that does not have to deal with occasional outbursts.

"We have an ironclad rule for our staff when excitement breaks loose," said the supervisor of a big city district. "It is simply this, 'Mind your own business and keep on working.' If a woman faints or becomes hysterical in the waiting room it is the business of the reception clerk to see that she is looked after and removed as quickly as possible to a quiet place. If the clerk needs help she asks for it. Everyone else goes on working. We used to have a good deal of squealing and jumping up—but not any more. We have finally managed to impress on all our staff that squealing is just not done in this office. I have never been as proud of any thing as I was of the staff the day some poor wretch threw a brick through the window and not a typewriter in the room stopped. The office manager called someone to clean up and everybody else kept on working.

"When a client faints we give her simple restoratives, get her off by herself and persuade her to go home, sending someone with her if this seems advisable. If the hysteric calms down and wants to tell her story of course we let her, but if she remains excited we get her home too. In both cases we promise that a visitor will call that very day, a promise that we keep religiously."

Familiar in many offices these days is the client, often a man, who vents his insecurity by noisy talk and threats of what he proposes to do. He's tired of the way he's been treated. He's going to have his rent paid or somebody is going to be hurt. Who are these women anyhow? Here's what he's going to tell 'em. . . . and so on and on until the whole waiting room is on edge.

"BIG talk is just another manifestation of strain," says a supervisor whose experience has shown her human nature in infinite variety. "We treat it as we try to treat everything else, with patience and common sense. Whenever the reception clerk feels that big talk is upsetting the other clients in the waiting room she takes the talker out of his turn and gets him in to the interviewer. Then she apologizes to the others, 'Sorry to have put Mr. So-and-so ahead of you, but he is so nervous today that he is upsetting the office. It won't be but a few minutes longer.' Almost never does anyone object, in fact the patience, the docility, the simple understanding of these people is a never ending marvel to me.

"Once the voluble client gets into the interviewing room much of his excitement disappears. The interviewer gives him the floor and under no circumstances argues with him. If he runs on too long she brings him back to the point. His case of course is treated on its merits. Sometimes a client is so disturbed that no amount of patience will calm him. But only when he becomes actually violent and begins to smash things, when the work of the office can no longer go on, do we resort to calling the police to remove him. And we are not a bit proud of ourselves when we have to take this final step."

It is clearly a matter of professional pride with relief workers to keep their heads under provocation and to do their job without recourse to strong arm methods. Even in turbulent city districts where violent protests against the relief administration are a recognized phase of organized political propaganda the supervisors keep a clear line between police business and relief business.

"Demonstrations in the street or even on the doorstep are

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DAY-BY-DAY situations in busy relief offices where over-taxed staffs and over-strained clients complicate relationships and procedures have been drawn on by The Midmonthly Survey for a series of articles of which this is the seventh. The situations are bona fide. The discussion is by supervisors for whom practicality is the essence. Previous articles have been: When Your Client Has a Car (March 1933), Are Relief Workers Policemen? (April), What Price the Power of the Food Order? (May), How We Behave in Other Peoples Houses (June), I Think I'd Better Call the Nurse (July), When Families Won't Behave (August). Others will follow in successive issues.

police business and we keep out," says a supervisor whose big populous district has been marked by agitators for special attention. "Once a disturbance actually comes into the office it becomes our business and we prefer to handle it ourselves if it is humanly possible to do so. Just the sight of a policeman, however admirable his attitude, is fuel on the flames of excitement.

"IF a couple of hundred people with provocative placards choose to march up and down in front of our windows it's none of our business. We go on with our work. Jumping up and running to windows isn't done, and the girl who gets jittery is promptly sent out of the room. If the paraders get violent and begin to break windows it's still police business. Happily the police handle these demonstrations not as riots but as traffic problems. They were stumped one day however every when the paraders left behind them a squad of thirty women with baby-carriages who took their stand in front of the office and set up a sort of keening. The worried policeman was ready to shoo them all into the building at once, but since there was plainly no room for thirty baby-carriages we said, 'One at a time please.' The women refused to be separated and we stood our ground. By this time such a crowd had gathered that the women and baby-carriages were moved along in the general business of opening up traffic, and that was the end of it.

"When the demonstrators demand a hearing for their representatives it becomes our business and we politely request the police to let us handle it. We used to receive whatever sized group the leaders sent in, rarely less than twenty-five. The result was just a mass-meeting with everybody out-talking everybody else. Specific charges or grievances were completely lost in speech-making against the general organization of society. Sometimes we'd have half a dozen delegations in a day, keeping the office in a turmoil. There just wasn't time to keep our work going and sit in on all the speech-making. So we insisted that delegations be limited to five, then to three, then to two—but there was still too much oratory and not enough facts. We now receive one, just one, representative of an organized protest group and we are able to get somewhere. The police didn't like the idea of a 'lady' closeted with a high-powered agitator with fire in his eye, but we persuaded them that lady or no lady we got on better without them. It isn't nearly as exciting to make a denunciatory speech to one of us as it is to a man in uniform.

"The worker who is defensive in her interviews with these representatives of organized groups makes a big mistake. In the first place there is plenty about this relief business with its uncertain machinery that is indefensible. On the general score that relief is inadequate, that evictions are intolerable, that relief in kind is demoralizing, there can be complete agreement. When it comes to charges of neglect, delay and inhuman treatment the worker should still not defend but should require specific facts. Sometimes these trail off into vague generalities and the worker ends the interview quickly and good-naturedly. But when the charges are definite and concrete, as they sometimes are, they should have exactly the same treatment as though they were made by a bishop or a bank president. If a family is getting bad treatment it is up to us to correct it no matter who reports the case. Let the agitators make a victory of it if they want to. The welfare of our families is our one and only concern.

"Workers who know only too well the clumsiness and the inadequacy of mass relief marvel, not that clients make so many protests but that they make so few. Close as we are to it all no one can realize to what strain the anxieties of long unemployment and the miserable business of mass relief subjects these helpless people. There is little enough we can do for the one who cracks up before our eyes or who takes the outlet offered by specious promises. But we can at least be patient and calm and give him a chance to tell his story quietly, without an audience and without a quarrel. If his demands cannot be met we must tell him so decisively and not put him off with vague excuses or promises that we know cannot be kept. If his grievance is well taken and the fault is ours we should admit it and lose no time in setting it right. There is a magic in promptness that in our hurried crowded days we too often lose."

Flop-House

By V. VALERIE GATES

Here they sleep and here they eat,
And all night long their heavy feet
Come draggling in; a pallet bed
Knows no distaste for any head.

Mike, Angelo and Casimir
Side by side sleep soundly here,
And black and white men may partake
Of soup and beans. The bread they break
Is symbol of a common cause,
And when has hunger known race laws?

Among these men the tragedy
Is lessened since they do not see
The blinded power that is spent—
Adding to their bewilderment.

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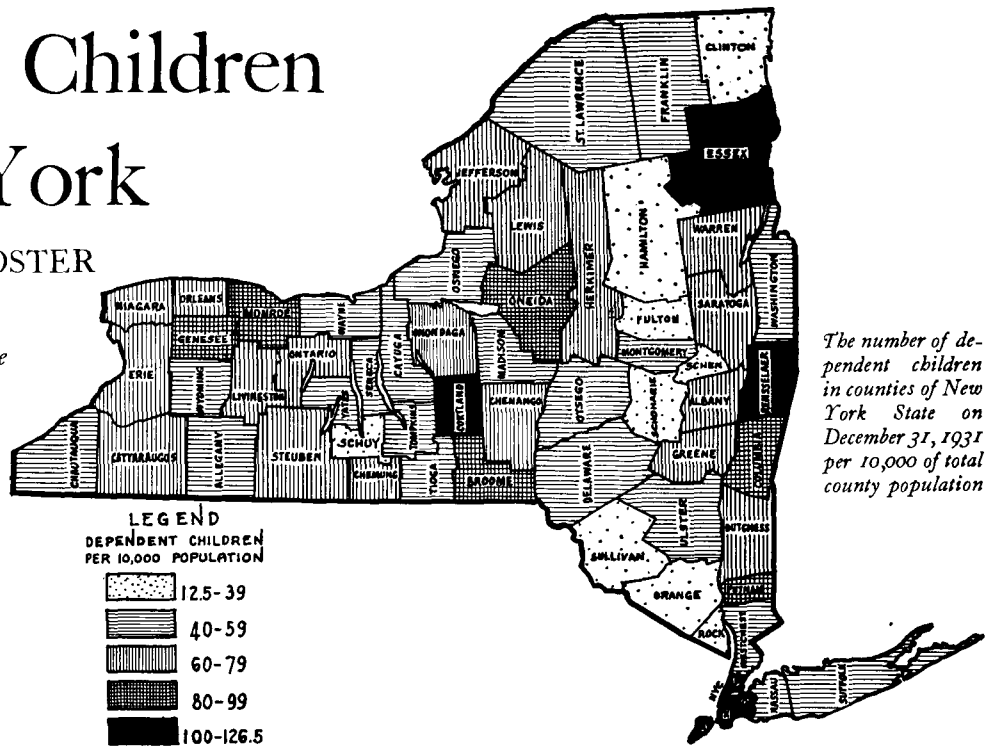
Dependent Children in New York

By JAMES H. FOSTER

Assistant Commissioner, State Department of Social Welfare



The number of dependent children in counties of New York State on December 31, 1931 per 10,000 of total county population

COUNTING its dependent children to the startling total of nearly 110,000, the State of New York concludes that its public and private social agencies constitute the greatest mother of them all. In the function of provider, the agencies footed in 1931 a bill of $35,000,000—which gives them paternal as well as maternal status.

The count, made at the end of 1931, included children cared for apart from their parents at the expense of social agencies or who were the beneficiaries of mothers'-aid allowances. It did not take in children in hospitals, day-nurseries, summer camps and the like nor children in families on home relief. The full report of the study (The Volume, Distribution and Cost of Child Dependency in New York State for the Year Ending December 31, 1931, by James H. Foster and Robert Axel) will presently be published by the State Department of Social Welfare, Albany, N. Y. While certain annual statistics on child dependency have long been available this study is the first serious attempt in New York, and so far as is known in any other state, to collect and analyze statistics showing the full number of dependent children, county by county, the sources of their support, the methods of their care and the division of responsibility for their commitment.

While 1931 was a depression year, the picture of child dependency presented by this study is not greatly distorted by violent change from the conditions of former years, for reports to the State Department show during 1931 little change either in the number or grouping of children under the care of institutions and agencies and only a moderate increase in the number of those cared for in their homes by mothers' allowances. There was, however, a considerable addition to the group cared for in foster homes. But on the whole the 1931 figures may be regarded as fairly representative. The state has met its emergency relief needs without institutionalizing its children or breaking up its families.

Among the most significant of the facts is the extreme variation throughout the state in the number of dependent children in relation to population. Counties fairly comparable in social and economic status differ widely as to the ratio to population not only of children cared for at county expense but in the use of state institutions and of private agencies or institutions. For example, Broome County shows a ratio of 89.7 dependent children of all classes per 10,000 of population while Tioga next door has but 57.2; Rensselaer shows 115.6, Columbia next to the south 82.4, and Washington to the north only 46.2; Albany has 73.5 and Schenectady 28.0; Genesee 88.8 and Livingston 71.8. Of children supported at county (including city) expense, compare Schenectady's 14.9 per 10,000 of population with Rensselaer's 102.6; Essex with 108.0 and Clinton with 22.1.

On the accompanying map, four localities, Cortland, Essex, Rensselaer and the City of New York are heavily shaded to show ratios of more than one hundred dependent children per 10,000 of population. The report does not attempt to go behind the figures and analyze the underlying reasons for the high rate. But they stand out so strikingly and are so dissimilar in character, socially, industrially and economically, that speculation is inevitable as to the reasons why three counties widely separated and the great city should so far exceed the rest of the state in the incidence of child dependency. There is evidently no common factor in the material conditions of life, but to one who knows the social and relief work of the state, the reasons are not obscure. Cortland County is largely rural with some industrial development in the City of Cortland and the larger villages. The high standards of its child-welfare work are widely recognized, the state institutions are much used, and the high ratio of child dependency must be regarded as the result of the care and thoroughness with which its work is done.

Essex County is largely in the Adirondack region, sparsely settled, with poor agricultural resources and little industrialization. The summer brings vacation visitors in large numbers whose expenditures are an important factor in the economics of the county. It has a high proportion of aged people, which suggests that the more enterprising or more restless of the younger generation seek fortune or adventure in other places. The high incidence of child dependency evidently arises from local social and economic conditions.

Rensselaer County is geographically largely rural but highly industrial in its centers of population, the cities of

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Troy and Rensselaer. Both the County Department of Public Welfare and the Children's Court lack effective organization for the investigation and study of the cases of children who are proposed for acceptance as public charges and for the necessary follow-up work after acceptance. This is not a new situation and the high ratio of child dependency cannot be regarded as a result of the present period of depression.

It seems superfluous to say that the City of New York cannot be compared with any of the counties of the state either as to its economical and industrial conditions or as to the necessities of its child-caring work. Up to the very end of 1931, when the Temporary Emergency Relief Administration was established, the City Department of Public Welfare was prohibited by statute from giving home relief except to veterans and to the blind. The Board of Child Welfare followed a liberal policy but could grant allowances for the mothers of children in their own homes only within the rather strict definitions of the statute. As a result, the Department of Public Welfare was compelled to remove from their homes children whose needs in other jurisdictions might easily have been met by grants of home relief. These facts, in addition to the well-known problems of this purely urban community, seem to account for the high incidence of child dependency.

The state has made provision for the institutional care of children committed as delinquent and of the mentally defective and epileptic but the use made of the facilities provided by the state varies widely. Leaving out of consideration the Thomas Indian School because it cares for a single and highly localized racial group, the ratio of utilization of state institutions per 10,000 of population varies from 19.9 in Cortland County to 3.0 in Nassau and 2.8 in New York City. From a social worker's point of view there is no indication that the extent to which the state institutions are used bears any relation to the actual incidence of juvenile delinquency or mental defect in the several counties.

Many people still think of the "orphan asylum" as really the only answer to the question of what to do with the child of the broken or poverty-stricken home. Social workers know better than this but the chart reproduced herewith, showing the distribution of almost 110,000 dependent children by type of care, shows how widely other means than institutionalization have come to be used.

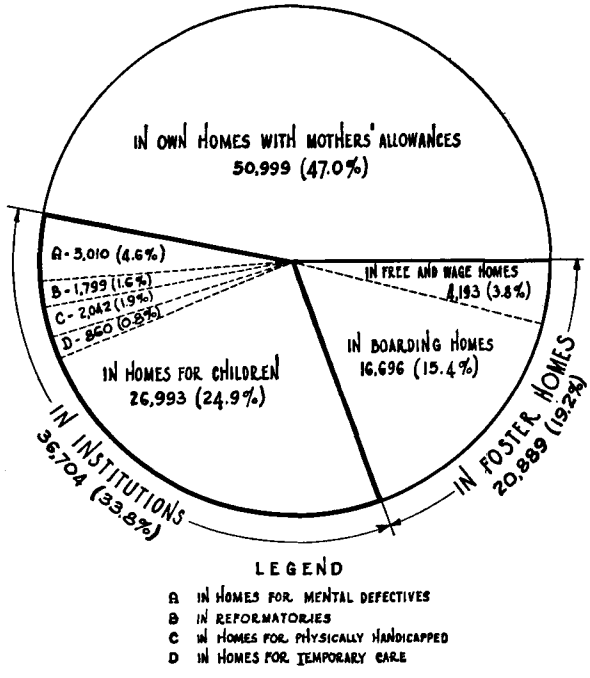
For purposes of this classification reformatories include the state institutions which receive only children committed as delinquent and institutions under private control which receive adults as well as children. The private institutions whose intake is not limited to children committed as delinquent are included among institutional homes for children. Schools for the deaf and for the blind which receive children for educational purposes rather than as dependent, and hospitals caring for physically handicapped children are not included.

The year 1932, with its amazing increase in the need for relief, was not marked by any large growth of institutional populations but it did show a considerable increase in the number of children cared for through mothers' allowances and in foster homes.

In the allocation of children to the several kinds of care, wide variations again appear in the practices of the several counties. Two counties, Albany and Rensselaer, care for more than one half of their dependent children in institutional homes; in twenty counties and in the City of New York which includes five counties, more than one half of the children are cared for in their own homes through the boards of child welfare while in fourteen counties, of which nine have no active boards of child welfare, over one half are in foster homes.

The dependent children with whom this report is concerned may be divided into four groups in relation to responsibility for their care, as follows:

Maintained at private expense	9,114
Maintained by state	6,325
Maintained by mothers' allowance	50,999
Maintained by counties apart from their families	42,154
Total	108,592



Distribution by type of care of 108,592 dependent children in New York State on December 31, 1931

Responsibility for acceptance or commitment of public charges is divided between county or city commissioners of public welfare who may accept destitute children, and children's courts which have jurisdiction over children alleged to be delinquent, neglected or physically handicapped. In 1931 children cared for as county charges numbered 42,154, of whom 27,432 or 65.1 percent were accepted by public-welfare officers and 14,722 or 34.9 percent were committed by children's courts.

The picture of the relative activities of courts and public welfare departments in the several counties is confused and perplexing. No reason can be found in the general conditions of community life to explain why, among the rural counties, the children's court in Franklin County handles nearly 95 percent of the cases of children who become public charges and the corresponding court in Orange County little more than 10 percent, nor why in the counties having large cities, the Erie County Court (Buffalo) has 10 percent of the children's cases and the Monroe County Court (Rochester) nearly 70 percent. The conclusion cannot be avoided that there is no common understanding of the responsibilities of children's courts and no common policy in the administration of their work and that conversely public-welfare officers also have adopted no common definition of their duties in relation to children and follow no common practice in their actual work.

To study and analyze the cost of child dependency in a

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state like New York is an extremely difficult and complicated task. The fiscal periods of the counties and of private agencies vary widely, classifications of expenditures are not uniform and the duties of public officers and employes cannot be so analyzed as to show what part of the expense of public administration can properly be charted to child dependency. Major items which could be accurately determined include the expenditures of boards of child welfare, payments made to private institutions and agencies and the actual maintenance expenses of these institutions and agencies as reported to the State Department of Social Welfare. Public administrative expenses and payments for boarding-home care by public agencies were approximated as closely as possible. The entire expenditures thus ascertained or estimated were:

	Expenditures	*Percent*
By state, including maintenance of child-caring institutions and prorated expenditures for children in institutions caring also for adults	$ 3,256,535.00	9.3
By counties and cities, net, after deducting reimbursements received for care of children	24,990,889.74	71.5
By private institutions and agencies, net, after deducting payments for care of children	6,686,614.00	19.2
Total	$34,934,038.74	100.0

While this study is purely quantitative and designed to present the facts of child dependency rather than to inquire into the causes, the figures which it offers can hardly fail to arouse the curiosity of the social worker and student of public affairs as to why comparable subdivisions of the state exhibit such strong contrasts in the numbers of their dependent children, the choice of methods in caring for them, the relative use of children's courts and public-welfare officers in the acceptance of children as public charges, the utilization of the facilities afforded by the state institutions and the like. These variations cannot be regarded as an index of social maladjustment or economic conditions in the several counties but evidently arise from varying standards of local social work and of interpretation of facts. The distinctions which are apparently made between cases of juvenile delinquency or neglect requiring court action and cases of destitution requiring relief, indicate rather different points of view and different interpretations than different states of facts. It cannot be said that children in one county are more prone to serious delinquency or parents more inclined to cruelty or neglect than in another.

WHILE no correlation can be established between total populations or density of population and the extent of existing child dependency nor any normal dependency rate established from which it can be argued that one county is caring for too many children and another too few, it seems fair to conclude that the variations in the number of dependent children, the methods of handling their cases and their allocation to different types of care can be accounted for only by corresponding variations in local community-consciousness of the importance of adequate treatment of child dependency and its relation to community welfare.

The Case of Buffalo

IT took a year and a half of time, a fighting chairman, a stiff-backed executive and a good deal of adjustment in public thinking to turn Buffalo's old-line city relief department, set in its ways and borne down by a huge case-load, into a modern socially-adequate relief organization. The report of A. W. Swanson, associate director of the Buffalo, New York, Department of Social Welfare to the State Temporary Emergency Relief Administration is the case-story of that rehabilitation.

The story began early last year when Mr. Swanson of the Buffalo Charity Organization Society was appointed associate director of the department with a free hand for its reorganization and the loyal support of the chairman, Henry W. Hutt, and of social workers and responsible city officials. Mr. Swanson's first step was to develop a larger and more adequate staff. Overwhelmed with applicants he stood his ground and picked his workers one by one over a period of months until the visiting staff numbered 225, as it now does.

Along with the expansion of personnel went a reorganization of the whole functional and accounting layout. Over-centralization of records and of supervision had long handicapped the five district offices. This was corrected by lodging all open case-records in district offices and by adding case-work supervisors to the district staffs. Supervision in the central office now heads up in Mr. Swanson and two assistants, one dealing with the case-work staff, the other with the clerical. To the application bureau were assigned seven experienced visitors and five stenographers with implicit instructions for the thorough and considerate treatment of every application.

Specialized services have developed rapidly under the new regime. The responsibility for the general family plan remains with the visitor who may however call in special agents equipped to render fact-finding and adjustment service in such matters as property, life insurance, bank accounts, gas bills, stove repairs and so on. The department has also a home economist, a work-relief bureau and divisions for problems of residence, court action and non-support cases.

Relief in Buffalo is carefully budgeted. It includes the following items adjusted to individual family needs: Food, supplied through retail stores; Rent, $12 a month maximum for unfurnished, $15 for furnished rooms; Payment on Home, allowed under certain conditions on same basis as rent; Fuel; Clothing, an allowance equal to 40 percent of the food allowance filled from the clothing warehouse; Medical Care, provided by city physicians, hospitals and clinics with arrangements for glasses and dental care.

In computing the income of a family 50 percent of children's earnings if less than $10 a week and 60 percent if more than $10 are considered a family resource. All men whose families receive home relief are, if physically qualified, eligible for work relief. When on work relief they are paid in cash with an additional allowance for lighting bills and for carfare.

Reasonable as these standards seem it was not altogether simple to put them into effect. However it was the enlargement of the staff that occasioned the most public criticism. But on this point as on others Mr. Swanson speaks frankly and firmly; "Our greatest weakness," he says, "is the lack of sufficient supervision for our visiting staff. Improvement of this condition is essential."

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THE COMMON WELFARE

Recovery and Relief

BETWEEN April and June public-relief expenditures in the United States fell by about six and a half million dollars, the number of families receiving relief by about six hundred thousand. There is every indication that the figures for July and August will show further decreases. How much of this drop in volume is seasonal no one knows. But given the most optimistic forecasts the fact remains that three million families, by the word of Harry L. Hopkins, Federal Relief Administrator, must go through the coming winter on relief.

What will happen to these families when the rising price of commodities, hailed as a sign of business recovery, hits the purchasing power of the relief dollar?

The relief dollar buys no more than any other dollar, and every housewife knows that a dollar buys less food today than it did six months ago. Yet the average relief allowance, per family, has shown a tendency, not to rise to meet the increased cost of food, but to sag below the dubious and uncertain standards of the past year or so.

In New York, for example, the average home-relief allowance in July was $21.39 compared with $35.87 in March, a reduction of over 40 percent. Meantime the cost of living rose by some 8 percent, so that the depleted allowance was further reduced by the shrinkage in the purchasing power of the dollar. Obviously the unemployed in New York who have not yet felt the beneficent effects of the new deal are getting it both ways.

At no time during the depression have standards of relief anywhere risen above a doubtful subsistence minimum. But now the rising prices of recovery threaten to drive them down to new and dangerously low levels. Unless this gap between relief and recovery is closed, unless the public clearly understands the necessity for increased unit costs of relief three millions families face a worse winter than they did a year ago.

Public Medical Care

THAT "state medicine" no longer is to be considered a skeleton in the closet but something as open and serviceable and accepted as the bones demonstrated before young medicoes seems the deduction to be drawn from the analysis of public medical care presented before the last annual meeting of the American Medical Association by Dr. Thomas Parran, Jr., New York State's Commissioner of Health. Many discussions of "state medicine" start with the assumption that from a simon-pure system of individualistic dealings between the patient and the private physician we look out at impending changes wholly different from what we now know. That such is far from the actual case appears in Dr. Parran's moderate statement: "With two thirds of the hospital beds in New York State owned by the public and supported through taxes; with 15 percent of the population receiving all the necessities of life from public funds, including medical care; with practically all cases of mental disease and a large proportion of tuberculosis being hospitalized at public expense; with one half of the burden of syphilis treatment a public responsibility; with the care of crippled children an actual obligation, and the medical care of school children a legal obligation of the public; and with blanket authority existing for any city or county to construct and operate public general hospitals available to all citizens, it will be seen that, to a considerable extent, medical care already has become a matter of public participation." Granting the inconveniences or passing hardships that are the price of change, these facts give ground for optimism that the pressure of the times is leading us not to ills of which we know nothing, but toward fuller use of measures that we long have tried, used, and found worthy of increased support even in leaner days. Public medicine in New York State is meaning care to people who otherwise would have none, and as Dr. Parran declared, "payment to physicians from public funds during the past year probably has meant the difference between solvency and insolvency for a great many doctors, particularly in rural areas."

Rough Spots in Our Road

THEY also serve the NRA and its purposes who refuse to stand and wait. When Mary van Kleeck and William F. Ogburn resigned their respective posts as members of the Advisory Council of the U. S. Employment Service and the Consumers Advisory Board, with public statements explaining their action, they called attention to two of the dangerous trends inherent in the present conduct of the tremendous experiment to which the country is committed. Neither Miss van Kleeck nor Professor Ogburn was willing to stand by and watch these possibilities develop to a point where to check them would be difficult, perhaps impossible. Apparently unable to deal with them from within, they chose the alternative of protest made audible by refusal to "play ball" under rules that seem to them to imperil the great issues at stake.

Miss van Kleeck's chief concern is with the threat to the collective bargaining provision of the NIRA in the stand of its administration against strikes or "any aggressive action [on the part of labor] during the recovery program." This policy, if carried out, means, she feels, support for "company unionism" and the weakening of the organized labor movement in this country. Her long and distinguished service as director of industrial studies for the Russell Sage Foundation, in the course of which she has surveyed industrial relations in both organized and unorganized industries, gives singular weight to her testimony when she says, "Only genuine collective bargaining through trade unions with the right to strike preserved and not discouraged can insure the self-government necessary to stabilize employment and raise wages."

Professor Ogburn holds that consumers' interests are not being adequately protected under the recovery program. In his memorandum to General Hugh S. Johnson, he points out the danger to the consumer under the centralization of industry, and the need for adequate indexes of prices and of purchasing power. He suggests that safeguarding of the consumer's stake in the recovery program

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can hardly be "relegated . . . to a group inadequately equipped to learn the facts of costs and prices." Finally, he points out that:

> The Consumers Board . . . has no supporting organization as has the Labor Board with the underlying unions, and as has the Industries Board with its powerful and wealthy associations. There are 127,000,000 supporters of the Consumers Board, but they have few organizations and can be reached only through the press.

Here is warning by experts. The only adequate reply the NRA can make to such wise and disinterested criticism is to strengthen the weak spots in the recovery program indicated by Miss van Kleeck and Professor Ogburn.

Hospital Work Up, Funds Down

THE fiscal jigsaw puzzle of the voluntary hospitals is exemplified in the 1933 omens recently worked out in Cleveland. Community Fund hospitals in that city estimate earnings for 1933 as $2,112,000 in contrast to $3,623,000 taken in in 1929. Community Fund allocations are figured at approximately $438,000, considerably less than half the amount of the earlier year; income from endowment, which rose steadily through 1931, shows a shrinkage of more than $600,000 from its high point and is down 30 percent from 1929. The result is that if the hospitals are to give in 1933 considerably *less* free care than they gave in 1929 and much less than they have given in subsequent years, public subsidy to balance the books would have to be six times as much as that granted a year ago: $926,000 instead of 1932's $156,000. Whether or not that amount can be obtained is dubious. The city hospital and tuberculosis sanitarium show somewhat increased expenses through these years and greatly increased service: the total number of days' care in these public institutions in 1933 is estimated as a third greater than in 1929 while clinic visits probably will be more than tripled. Voluntary hospitals in Cleveland now are accepting for free and part-pay care only the cases of the most emergent nature. The figures suggest that here as elsewhere hospital and dispensary care perforce are being shifted from the private to the public agencies (see Survey Graphic, June 1933, p. 364, Crisis in the Hospitals, by Mary Ross). Moreover, as is pointed out by William I. Lacy, assistant director of the Cleveland Welfare Federation, "The thing which cannot be measured statistically is the extent to which persons needing hospital care are having it refused."

Consult the Can!

WHEN a wholesaler and a retailer have dealings in canned foods or a banker makes loans on them, the transaction is carried out on the basis of the grade of the product in those cans. But when a housewife goes to the grocery, she has no means of knowing whether or not the alluring adjectives on the label represent something more than self-interested hopes or sheer sales talk. Congressional action finally has carried through a measure long urged by home economists and the Department of Agriculture, making it possible for producers to place on the label the official grade for canned fruits and vegetables on the basis of standards worked out by the government. Use of the grades on labels is voluntary. The housewife who gets graded products and reads the label will know that "fancy" or "choice" or "standard" or "substandard" means a definite rating backed by Uncle Sam. The step is another inch on the long road toward opportunity for intelligent buying, and if buyers observe it, will push along a little further the chance for intelligent production.

School Relief

A WORK-RELIEF project which will help save the day for thousands of unemployed teachers and for hundreds of thousands of children whose school terms have been shortened (often to the vanishing point) by the depression is announced by Harry L. Hopkins, head of the FERA. Under the new scheme, state relief administrations are authorized to use federal money to pay work-relief wages to unemployed teachers, provided three rigid conditions are observed: first, the teachers are to be assigned to "appropriate educational authorities who will have entire supervision over their activities"; second, they are to be assigned only to elementary schools which prior to August 19, the date of the authorization, had been ordered closed or partially closed for the coming school year for lack of funds; third, they are to be assigned only to rural counties, where the heaviest educational hardship has been felt. Unemployed teachers competent "to teach adults unable to read or write English" may be taken on in cities as well as in country districts.

Mr. Hopkins states, in connection with the new plan, that thirty-three states have reported eighty thousand unemployed teachers, and "some fifteen states have definitely reported shortened school terms."

That the scheme is not to be used as a means to shift school responsibility from local shoulders to the FERA is made clear by Mr. Hopkins, who also points out community values in this move to aid destitute teachers.

Unemployment Insurance Proposals

PUT forward as "an American plan for unemployment-reserve funds," the American Association for Labor Legislation offers the revised draft of its bill as a basis for state legislation. In an introduction to the proposed measure, the association points out that among advocates of unemployment insurance there is difference of opinion on two main questions: first, whether the legislation should impose compulsory contributions on both employers and employes; second, whether reserves should be pooled in a state fund, pooled by industries, or held in segregated funds for each establishment. On both points, the suggested bill departs from the standards proposed by the conference of the American Association for Social Security (see The Survey, August 15, page 281). The law drawn by the American Association for Labor Legislation would limit compulsory contributions to the employer group, though allowing voluntary contributions by employes. Its basic plan is for "individual employer accounts in the state fund"; but pooling by industry would be permitted, and "required when the administrative authority . . . finds that it is desirable in order to safeguard the reserves or to carry out the purpose of the act." The measure provides for benefits at the rate of 50 percent of wages, with a maximum of $15 a week over a total period of sixteen weeks in any one year. Domestic servants, agricultural workers, public employes, and employes in "highly seasonal industries which customarily operate not more than seventeen weeks a year" are not covered.

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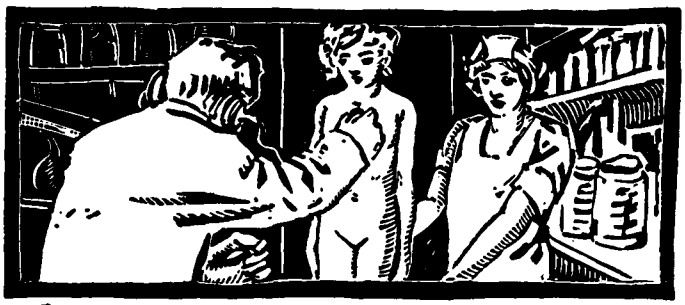

HEALTH

Blunting Adversity's Edge

SEVERAL months ago, for the usual sad economic reasons, Allegany County, New York, had to discontinue public-health nursing, which for several years past had carried preclinic and follow-up work of the diagnostic chest clinics. The problem was, who then would do it? A consultation between the county medical society, the district state health officer and the chief of the Division of Tuberculosis disclosed that the doctors wished to have the clinics continued and gave assurance that they would do all in their power to see that appropriate patients reached them. Letters announcing the five clinics were mailed to all physicians in the county and the district health officer and state supervising nurse followed up with visits to the physicians. When the clinic days came round, there were 178 patients, who had been referred by 31 of the 37 doctors. The New York State Health Department hails the result as evidence of growing appreciation of public measures on the part of the medical profession, and prefaces the account with quotation of the statement that the public-health nurse "is the right arm of the health officer and the left arm of the practicing physician."

Operating on a Health Budget

HOW one city operated on its health-department budget with an eye to the interests of the patient—in other words, the public—was related recently by two representatives of the Chicago Board of Health speaking in a broadcast sponsored by the American Public Health Association. The problem was the drastic cut of half a million dollars from a budget of two million. The principle was to safeguard five essentials: protection of child life and motherhood; control of contagion; accurate recording of births and deaths; support of public-health laboratories; sanitary control of diseases spread from human waste and by vermin and insects. It was found that some plumbing and building inspectors could be eliminated without endangering conditions affecting health and that inspection of lighting and ventilation could be temporarily reduced, as could clerical forces. Such methods saved more than the necessary half million, and it has been recommended that the additional saving be applied to employing *more* public-health nurses, "the best investment a health department can make." Baby welfare stations and maternal consultation service are maintained. For further details on the cuts and reorganization consult the 1932 report of the Chicago Board of Health which will be sent on request from the Board of the American Public Health Association, 450 Seventh Ave., New York City.

The Master Detective

NEW HAVEN reports as most successful the X-ray plan of case-finding used last winter when a third of the highschool pupils in the city signed up for pictures on the new paper films which are economical in time, convenience, and money. Twelve hitherto undiagnosed cases of tuberculosis were discovered; 405 with less serious forms of the disease, 80 with other conditions, and 463 considered "suspicious." The cost to the city was only $137.50, but the Department of Health points out that the program was lopsided since only those whose parents could pay were X-rayed and many unable to do so should have had them. Paper films have been used also in Verona, New Jersey, where 1300 public-school and several hundred parochial-school children were X-rayed. Parents of about a third of the children paid the small fee of 80 cents for the X-ray; the school paid for the rest.

Health and Schools

WHAT the most active and interested secondary schools are doing for health is the subject of a new monograph by P. Roy Brammell under the imprint of the federal Office of Education. (Health Work and Physical Education. Bulletin, 1932, No. 17, National Survey of Secondary Education, Monograph No. 28. Superintendent of Documents, Washington, D.C., price 10 cents.) Mr. Brammell finds that health and physical education have made "large gains, even while other more traditional subjects are losing in prominence." Its largest shortcomings are tasks that still lie ahead: effective programs of correction in physical education and of proper follow-up, and progress in measuring effectiveness of general programs in this field, methods of instruction and materials used. The monograph, ninety-seven pages in length, should prove especially useful to schools starting or developing health programs and gives concrete plans and outlines.

The lack of evaluation to which Mr. Brammell points has called forth a series of research monographs on school health published by the American Child Health Association, of which No. V has recently made its appearance: An Evaluation of School Health Procedures, by Raymond Franzen. (144 pp. Price 90 cents in paper, $1.15 in cloth of the Association, 450 Seventh Ave., New

Pertinent Publications

SOCIAL RESEARCH PROGRAM OF THE NATIONAL TUBERCULOSIS ASSOCIATION, *by Jessamine S. Whitney. National Tuberculosis Association, 450 Seventh Ave., New York City.*

POINT of view, scope and check list of important published and unpublished studies in the social field instigated through the N. T. A. since 1920.

WHAT TO MAKE WITH RED CROSS FLOUR.
EVAPORATED MILK. *Both on request from the Evaporated Milk Association, 203 N. Wabash Ave., Chicago, Ill.*

THE former a set of recipes published in cooperation with the Baltimore Chapter of the American Red Cross; the latter a set of principles and recipes whose statements about evaporated milk have been accepted by the Committee on Foods of the American Medical Association.

OUTLINE FOR THE PSYCHIATRIC CLASSIFICATION OF PROBLEM CHILDREN, *by Sanger Brown II, M.D., Horatio M. Pollock and Howard W. Potter, M.D. State Hospitals Press, Utica, N. Y. Price 25 cents.*

PRINCIPAL and supplemental classifications, with a definition of terms; approved by the Committee on Statistics of the New York State Department of Mental Hygiene.

COMFORT STATIONS IN NEW YORK CITY. *Women's City Club, 22 Park Ave., New York City.*

SURVEY of the inadequacies of today and a plan for the future.

A SELECTED bibliography, General Medical Care for Industrial Employes, has been prepared in mimeograph by Helen Baker, librarian, the Industrial Relations Section, Princeton University.

FOR A LIST of titles and prices of pamphlets and reprints on the prevention of blindness and conservation of eyesight in home, school, industry, and through public-health and social work, consult The National Society for the Prevention of Blindness, 450 Seventh Ave., New York City.

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York City.) Earlier monographs have considered Health Education Tests, Physical Measures of Growth and Nutrition, Public Health Aspects of Dental Decay in Children, and Influence of Social and Economic Factors on the Health of the School Child. Concerned, as were its predecessors, with the intricate techniques of precise measurements, this monograph is addressed to the serious student, though its implications are important to all the professional groups dealing with school children. A summary volume is to follow.

Our Submerged Fifth

THAT somewhere in the neighborhood of one fifth of the preschool children in the country are showing the effects of poor nutrition, inadequate housing, lack of medical care, "and in many cases the effect of the anxiety and sense of insecurity that prevails wherever there is no work," is the conclusion the federal Children's Bureau draws from its own studies and data gathered by the New York AICP. New York City's average of children found malnourished in school examinations has jumped from 13 percent in 1927–29 to 21 percent in 1932, and similar evidence comes from Detroit, Springfield, Philadelphia, the coal regions of Kentucky and elsewhere.

From Germany comes the first of a series of reports of the effects of unemployment on children, compiled by Dr. Richard A. Bolt, director of the Cleveland, Ohio, Child Health Association. (American Journal of Public Health, Vol. XXIII, No. 7, p. 744). The views of health officers and others cited by Dr. Bolt stress especially the damaging effect of long-continued unemployment on children of all ages but the youngest, and the depletion or complete consumption of the most important family reserve, "the mother's physical and moral stamina." One German authority quoted declared, "Increased neurosis is perhaps the most serious danger to health caused by the present crisis. This increase is not sufficiently taken into account because it is not easily recognized."

A BIGGER bargain than ever, The Journal of the Outdoor Life costs $1 a year from the National Tuberculosis Association instead of the previous $2 and has a new format to boot. The July issue, a special number on rehabilitation, is of particular interest to social workers.

NEARLY zero hour for registration for extension courses in public-health nursing under the joint supervision of New York University and the New York State Department of Health; matriculation closes definitely September 15. Courses are open to registered nurses and are conducted by the conference method, two hours monthly under the direction of an experienced public-health nurse, or by correspondence.

THE highest suicide rates in Illinois in 1930 and 1931 were found among laborers, according to an analysis by the State Department of Health. On the other hand "collectors, commercial travellers, school teachers, clergymen and bookkeepers, in the order listed, find a greater satisfaction and zest in life than people in most other occupations if the suicide statistics shed any light on the subject."

DEMONSTRATION of a Demonstration might be the title of the current annual report from Bellevue-Yorkville (New York City) which describes preschool clinics, chest consultation service and other health services first tried there, then gradually extended, after successful experiment, to branches of the Health Department in other parts of the city. For a copy of the report consult the Bellevue-Yorkville Health Demonstration, 325 East 38 St., New York City.

"THE greatest alleviation of the risks and sufferings of life that Parliament has ever conferred upon any people," said ex-Premier David Lloyd-George in a radio broadcast commemorating the twenty-fifth anniversary of the British National Insurance Act. In 1911, Mr. Lloyd-George declared, he promised the plan would give nine-pence for four-pence; actually today the insured receive ten-pence half-penny for four-pence, through a medical service which has "direct personal interest and advantage in preventing rather than curing the disease."

WINNING cities in their respective population classes in the annual health conservation contest of the United States Chamber of Commerce are Detroit; Cincinnati; Syracuse, N. Y. and New Haven, Conn., tied; East Orange, N. J.; Brookline, Mass.; and Lodi, Calif. For information on the fifth contest, now starting, consult the Insurance Department, United States Chamber of Commerce, Washington, D. C., or the American Public Health Association, 450 Seventh Ave., New York City. The only requirement for entry is that a community's local chamber of commerce be affiliated with the National Chamber.

WEST VIRGINIA has joined the list of states that know they have a heart—or more seriously, know that they have need of an organization to protect and preserve the hearts of their citizens. The West Virginia Heart Association was organized at a recent meeting of the heart committee of the West Virginia Medical Association: Dr. Oscar B. Biern of Huntington, is president; Dr. George H. Barksdale, Charleston, vice-president; Dr. Raphael J. Condry, Elkins, secretary. The objectives of the new association are to gather and disseminate information on the prevention and care of heart disease and develop and apply a uniform classification and study of heart disorders.

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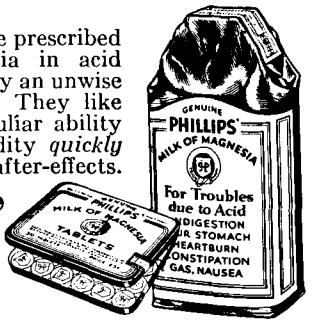

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INDUSTRY

An Anti-Sweatshop Weapon

THE anti-sweatshop campaign in Cleveland, Ohio, has produced an ingenious method of reinforcing the State Labor Department in uncovering and prosecuting violations of the labor law. At the instigation of Councilman Ejbl, who represents a working-class neighborhood, the City Council reenacted the provisions of the state labor law affecting the employment of women and children. Because of cuts in the state budget, there is now only one factory inspector for Cleveland. This is, of course, too large a job even for an unusually energetic inspector. But as a result of the council's action, the police-woman's bureau is now charged with the responsibility of assisting in enforcing the labor laws. This bureau can call upon women in the detective bureau for help on difficult cases. There is the added advantage that policewomen on night duty can be assigned to give prompt attention to night-work complaints. A Cleveland correspondent reports that:

> One further advantage, in addition to the added force for inspection, is that workers who have complaints seem to know how to reach the police department more easily than the state. Of course it is not going to supplant the state inspection, but it is supplementing and strengthening it greatly. One amusing aspect of the matter is that employers of a certain type do not enjoy the publicity and the surroundings of the police court. This has been very evident on several occasions; and we hope may be a further deterrent.

Wage-Earning Mothers

FOR the purpose of calling attention to questions raised by the employment of women outside the home, and to discuss possible remedies, the first international congress on working mothers and their children was held in Paris this summer. More than twenty countries, including the United States, were represented. Reports were read on the condition of wage-earning women in various lands. It has been found, these reports indicated, that a married mother's work outside the home necessitates expenses which amount on the average to half her earnings. The delegates spoke against day nurseries for infants, day centers for older children and other unsatisfactory but costly measures. These, they held, should be replaced by allowances to mothers, cooperative societies, mutual-aid funds and other arrangements for reinforcing the family income. Resolutions passed asked for the payment of a wage to meet the normal needs of a family with the mother staying at home; for improved conditions for women in employment; for agencies and measures reinforcing the home. The congress also urged the establishment in all countries of committees, such as already exist in some countries, to press for the carrying out of the resolutions.

Company Unions

WITH widespread discussion of the NIRA provisions for collective bargaining and freedom of employes to organize, the National Industrial Conference Board has stated the case for the "company unions" in a new pamphlet, Collective Bargaining Through Employe Representation (247 Park Avenue, New York. Price, $1.50). Tracing the growth of the works' council or other plant union, the study points out that one and a quarter million employes were so organized in 1932. The functioning of the two usual types of employe-representation plans are described in detail. One, the joint-representation type, stresses cooperative action of management and workers and provides for equal membership and voting power on the council. The other, the employe-committee type, assumes that representatives of the workers can function with greater freedom if there are no management members on the council. The study holds that employe-representation plans have two chief advantages: to provide a "safety valve" for the workers; and to give management and labor opportunity to "consider calmly, on the basis of accurate information rather than rumor, their respective positions and problems." As between company unions and labor unions, this research group holds that "in a majority of cases the former offers a better opportunity for amicable adjustment of disputed questions, while the latter is equipped to bring greater pressure to bear on the employer." The chief strength of the labor union—the fact that the workers in one plant have behind them the strength of all the organized workers in their craft or trade—is pointed to in this report as the factor "which leads many employers and workers to prefer the plan of employe representation."

More High-Priced Bargains

HIGH costs paid by workers to make possible the startlingly low figures on the price tags of hand-embroidered baby dresses, table linen and underwear are revealed in a recent report of the Puerta Rican Labor Department. In the clothing factories, which make up goods for the export trade, average full-time hours were 47 a week, though the average actually worked was 37 a week. Had all the employes been on full time their average weekly earnings would have been $4.21. The average of the amounts actually received was $3.31. Less than ten cents an hour was paid to more than seven tenths of the workers, and less than seven cents to about a half. According to the 1930 census figures, 97 percent of the 4700 workers in Puerto Rican clothing factories are women.

Southern Workers' School

IN spite of unemployment, broken time and depression wages twenty-eight students gathered at Weaver College, Weaverville, North Carolina, for the seventh session of the Southern Summer School for Women Workers in Industry June 29–August 10. They represented cotton, silk and rayon textiles, tobacco, garments, candy and other southern industries. The six-weeks session included work in economics and current events, spoken and written English, labor dramatics and health education. There was plenty of opportunity in the school program for reading, relaxation and "good times." All the students made conspicuous gains in general health and in posture, as well as in the regular school work.

Employes as Stockholders

EXPERIENCE of employe stockholders during the depression, stated in the latest of the invaluable Princeton Studies, is sharp warning against the widespread revival of such plans under an expansion program. (Employe Stock Ownership and the Depression, by Eleanor Davis, Assistant Director, Industrial Relations Section, Princeton University). The study covers fifty typical plans over the seven-year period, 1926–1932. It shows that such investment failed miserably in providing security for the savings of wage earners. How the stocks sold to employes fluctuated is shown by an index of median quotations of thirty-five leading issues on July 1 each year. With 1926 prices as 100, these investments reached a peak of 115 in 1929, but fell to 72 by July 1931, and to 14 by July 1932. It must be borne in mind that the

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stocks were sold as savings for old age or for "a rainy day" to workers whose wages left only a narrow margin for saving, and that while they were purchased at the high prices of 1927–29, they had to be sold in 1931–32 to help tide over unemployment periods. Only two of the various types of safeguards for such plans have proved in any degree adequate: a company contribution toward the cost of the stock of a fifth to a third of the total cost; and a company guarantee of the return of the employe's investment. The cost and risk involved in these two schemes are so great that few companies have felt able to assume either. Fifteen of the fifty stock-ownership plans studied are now more or less clearly limited to higher paid or executive groups who can afford the risks of this type of investment more easily than can the average wage earner.

Child Labor Moves Ahead

BEFORE the 1933 sessions of the state legislatures adjourned two more states ratified the Child Labor Amendment, bringing the total to fifteen. Thirty-six state ratifications are necessary to enact the amendment. The inadequacy of state child-labor control is shown by the fact that only Wisconsin and Utah have followed the example set by Ohio twenty years ago in adopting a minimum age of sixteen years. Efforts to tighten child-labor provisions have failed in many states. In Pennsylvania the legislature recently refused to reduce hours from fifty-four to forty-eight a week or bar night-work for children.

Making Minimum Wage Laws Work

AT the Washington conference, called by Secretary of Labor Perkins during the summer to consider the administration of minimum-wage legislation, the value of a common basis of forms, reports, and records to give comparable material from the several states was stressed. Other principles formulated by the conference were: minimum-wage rates should correspond to those in the codes approved by the NRA; no differential in the minimum wage for learners, since the minimum for an industry is based on unskilled labor; an hourly rate higher than the minimum for part-time workers; overtime at time-and-a-half.

WHAT have the leading industrial groups of this country accomplished in the past year in control of accidents? What are the most important accident hazards today? What are individual companies doing to reduce these hazards, and what can industries do, cooperatively, toward national accident prevention? These are questions to which answers will be sought at the Twenty-Second Annual Safety Congress and Exposition, to be held in Chicago the first week in October.

AN active anti-company union campaign is announced by the left-wing Continental Congress of Farmers and Workers, which has opened headquarters in the Moxley Building, Chicago, and taken on Dan R. Donovan, a New England trade unionist from the ranks of the machinists as field secretary.

CONNECTICUT'S factory registration law, which went into effect July 1, is a useful weapon in the fight against the "runaway shop." The law provides that no factory employing three or more workers may be opened or may change its address unless the employer has first filed with the Commissioner of Labor such information about the nature of the business, the number of employes, and so on, as the Commissioner may require.

A HELPFUL guide through the mass of material on unemployment published since 1931 is offered by the Industrial Relations Section, Princeton University, in a selected bibliography: Unemployment Prevention, Compensation and Relief. It covers books, pamphlets, magazine articles and public documents, listing only the more important items on each phase of the problem. It was compiled by Helen Baker, librarian of the Section.

EDUCATION

More Than Bread

ON the old hypothesis that "man does not live by bread alone," the Wisconsin State Legislature early in the summer earmarked $30,000 of relief money to pay the tuition of any unemployed persons who choose to study in the extension courses offered by the University of Wisconsin. Also, $170,000 was set aside as a loan fund to aid hundreds of youths who have begun their work in Wisconsin colleges, but cannot continue unless credit is extended to them.

In Minnesota, a plan sponsored by Governor Floyd B. Olsen is under consideration for providing education at public cost for 225,000 unemployed young men and women in the state.

Robert M. Hutchins, president of the University of Chicago, is leader of a drive for the use of federal relief funds to send boys of college age back to school, taking them out of the job market as well as giving them a better equipment for adult life.

Earning and Learning

THE problem of the "idle" boy or girl, over fourteen years of age, is kindling interest in many communities in a plan originated some years ago in Springfield, Massachusetts, sponsored by Theodore Vail, Horace Moses and the late Senator Murray Crane. Junior Achievement, as it is called, is not a club, but a program available to existing groups or to new ones. It organizes the groups into miniature business companies of eight to fifteen members which make and market definite salable wares—woodwork, leather or metal articles, food products, needlecraft and so on. The groups which are financially independent raise their initial capital by "stock" at from ten to fifty cents a share. The central organization supplies information covering organization, patterns, business records and so on. The purpose is to teach young people simple business principles, including banking and accounting, skill in craftsmanship and to give them a pleasant group experience and a chance to earn their own spending money. Of the thirty-five companies in New York City, many have managed so well that they have "declared dividends" after paying off such overhead expenses as rent, light, cost of materials and "wages" to the workers. The national headquarters are at 33 Pearl Street, Springfield, Massachusetts.

Apprenticeship vs. Schooling

A THREE-YEAR experiment in the peripatetic training of vocational counselors ended with an institute in August in the offices of the Vocational Service for Juniors, 122 East 25 Street, New York. The 1932–33 group of apprentices, just returned from a program of study and work in selected schools, government departments, mental-hygiene clinics, business organizations and research centers in various parts of the country, spent two weeks in discussing things that counselors ought to know.

About twenty young men and women have benefited by the experiment, the money for which was furnished by the Rocke-

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feller Foundation. According to Dr. Hayes, director of the Vocational Service, the plan has proved its superiority over the theoretical training in occupational counseling that is provided by schools and colleges.

Haven for Scholars

A UNIVERSITY in Exile is announced by the New School for Social Research in New York City, as a protest against "the shallow and injurious tendency of political authorities to enslave the scholar to the political will." About fifteen professors, proscribed by German universities because of race will come to the School as a faculty in the political and social sciences. They will elect their own dean, set up their own working rules and organize a rounded program of research and instruction. The project is under the auspices of an advisory committee that includes Dr. Wilbur L. Cross, Governor of Connecticut, John Dewey of Columbia, Felix Frankfurter of Harvard Law School, Robert M. Hutchins, president of the University of Chicago, George A. Plimpton, publisher, Herbert Bayard Swope, journalist. The experiment is set up for a two-year period.

Hill School

PATTERNED as closely as possible on the Danish Folk School idea, the Highlander Folk School in the Cumberland mountains near Monteagle, Tennessee begins the second year of a successful adult education experiment. The nucleus of the school is a thirty-five-acre farm, rented for the purpose where the two teachers and the few "boarding pupils" live. The school is supported by the farm, supplemented by small donations. Most of the school work is done in night classes in psychology (called "how to think straight" in the curriculum), geography, literature, contemporary social and economic problems. There is no tuition and no salaries are paid. The old ballads and "singin' games" of the community are part of the school program. Some of the classes meet at the school, others are organized in nearby mining and agricultural communities. From twenty to twenty-five students, ranging in age from eighteen to fifty are enrolled in each class, and as many as a hundred men and women sometimes attend the regular Saturday night meetings which are divided between games and discussions of current events.

Office Workers at Oberlin

FOR two weeks the thirty-three secretaries, stenographers, clerks and machine operators who made up the first Summer Institute for Office Workers at Oberlin studied the economic crisis. They came from ten states, and their purpose was "to understand something of the forces that are controlling our working life and to recognize our relationship with industrial workers in facing the problems that all workers have in common." The program was carried out by reading and by small discussion groups. The classes in economics were led by Theresa Wolfson of Brooklyn College, in social history and English by Clara Kaiser of Western Reserve University, and in social ethics by Orlie Pell of Hollins College. There were a number of outside speakers. The students all planned to continue their work through the winter in workers' education classes and study groups. It is hoped that next summer the institute may be expanded into a four weeks' summer school for office workers. The winter headquarters are at 302 East 35 Street, New York.

Fall River Cuts Costs

WHEN the city of Fall River, Massachusetts, found, two years ago, that it could no longer meet its obligations, its financial affairs were put in the hands of the Fall River Board of Finance, to function as would the receiver of a bankrupt business. In its second annual report, this Board presents some interesting school cost figures. With a population of 115,401 in 1912 and 115,301 in 1930, school costs per pupil had increased from $34.57 to $107.28. This meant an increase in total revenue school costs in round numbers from $502,300 to $1,815,000. Teachers' and administrators' salary totals had gone up from $364,000 to $1,488,300. Salaries and pensions for janitors had increased from $53,900 to $155,100. Under the new régime, the cost per pupil has been cut to $74.59. The number of teachers and administrators, which had risen from 500 to 713 between 1912 and 1930 was cut to 567. The average annual salaries for the three years were $728, $2087, $1641, representing an average cut of 18 percent between 1930 and 1932. Janitors' salaries and pensions were cut 36 percent; other school costs, 11.7 percent. A reduction in school membership from 17,427 in 1930–31 to 15,706 for the last school year was largely due to two changes: kindergartens were discontinued and the entrance age increased from five and a half to six years. The Board makes this comment: "The school system . . . has operated with no evident decrease in efficiency, and to the apparent satisfaction of the pupils and their parents."

The Maryland Case

WHETHER or not a college or university can compel students conscientiously opposed to military training on religious grounds to take the Reserve Officers Training Course is soon to be carried to the U. S. Supreme Court for decision. In mid-summer the Maryland Court of Appeals reversed the action of the Baltimore Superior Court which held last winter that Wayne L. Lees and Ennis H. Coale, University of Maryland students expelled because they refused to take military training, must be reinstated (see The Survey, December 15, 1932, page 693). The sincerity of the two boys has not been questioned. Lees is a Unitarian, Coale a Methodist who has taken seriously the vigorous peace stand of his church. The two students plan to carry their case to the highest court without delay. They have the support of the Committee against Militarism in Education, as well as of local church and civic groups.

THE report of the Committee on Social and Economic Problems of the Progressive Education Association is a challenge to all of us, teachers and parents and citizens with a conscience, to face the facts and the possibilities of American life. It is published as one of the John Day Pamphlets (Price 25 cents postpaid of The Survey) under the title, A Call to the Teachers of the Nation. George S. Counts of Teachers College, Columbia University was chairman of the committee.

THE publishers of Scholastic, "the national highschool magazine" announce that it will become a weekly, instead of a semi-monthly, beginning with the issue of September 23. There will be increased space for student-written departments.

A HEARTENING sign of the times is the announcement that Phillips Academy, Andover, one of the oldest and "soundest" of the New England preparatory schools, has abandoned "required Latin." A course in elementary science and a further year in biology, chemistry or physics, and courses in appreciation of the arts have been made compulsory.

THE bill restoring compulsory military training in the University of Wisconsin, passed by the legislature, was vetoed by Governor A. G. Schmedeman.

SCHOOL and college administrators who are interested in helping students choose their careers wisely and who wish information to assist them in planning programs of vocational guidance, may get such information without charge from the National Occupational Conference, 522 Fifth Avenue, New York. The conference is continuing the field service formerly conducted by the National Vocational Guidance Association. It is supported by a foundation grant and administered through the American Association for Adult Education. Franklin J. Keller is its director.

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Unemployment and Community Action

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

Edited by JOANNA C. COLCORD
and RUSSELL H. KURTZ

FERA Developments

IN last month's issue appeared a resumé of the Federal Emergency Relief Administration's news releases and statements of policy from the beginning of its activities through July 20, 1933. During the past month (through August 20) the following developments have occurred:

Transients: On July 26 a memorandum was addressed to the governors and relief administrators of the several states, reminding them that the development of a program for the care of the transient and homeless "demands immediate attention. The problem is serious now but will be acute this winter." It stressed the following points:

Every state contributes in a greater or lesser degree to the problem of transiency in every other state. Hence, the spirit of fair play as between states should prompt all states to undertake to meet, on a level of decency and constructive social work, the problem now recognized as national in its implications and for which federal funds are now available. "These transients are citizens of the United States."

A program to be considered adequate should make provision for meeting in a suitable way the needs of transient men and boys; women and girls; and families. It should also provide for an adequate program of the *prevention* of transiency. This latter function implies that the care of resident homeless and the relief for heads of families be adequate, for it is from these groups that the transient army is continuously recruited.

Good shelter care for unattached males implies that casework service shall be available to all; that beds, bedding, balanced diet, medical service, work and recreation, laundry, bathing, barbering and clothing shall be included; and that there shall be proper segregation of the men according to age, and so on.

Shelter for families, unattached women and girls and boys should be individualized according to need. In any consideration of the transient family a very careful casework evaluation of present situation and future plan should be made.

Since the Relief Act provides for special allotments of federal funds to states making suitable provision for meeting the transiency problem, it is incumbent upon the states to survey the facilities and services already existing within their borders and to submit reports and plans to the FERA. The latter suggests that:

Each state administrator should designate an experienced person to head up the general survey of need and subsequent planning in this field. This person should avail himself of the advice and counsel of competent persons who have handled this problem, and of other socially-minded citizens who think in terms of state-wide social welfare.

The nature and size of the problem may be estimated either on the basis of reports submitted by all agencies, public and private, now functioning in the state; or on the basis of a one-day census taken by all agencies called upon to serve the transient in various communities throughout the state. Plans to meet the need, when ascertained, should be made either on a municipal, a county, a district or a state basis, the smaller units being linked up closely with the state administration Plans should utilize existing personnel and agencies whenever possible. There should be a central state bureau to render advisory and supervisory service, as part of the state office of emergency relief.

The allocation of funds by the federal administrator will be to the states; the states will compensate the local unit on the basis of reimbursement for monies spent in accordance with the agreed-upon plan.

For the purposes of the administration, "the transient" has been defined as a person who has been within the state borders less than twelve months. The administrator reminds the states that there are two other groups of homeless not to be confused with the transient; (a) local homeless residents and, (b) state homeless who have resided within the borders of the state for more than twelve months. These latter groups are to be "properly and humanely" provided for from local and state funds supplemented by such federal aid as the state receives for general relief purposes under subsections 4a and 4b of the Relief Act. It is only the transients, estimated to be 25 percent of all the homeless, who are to be provided for by special federal grants under the terms of this memorandum.

Wage Rules for Relief Work: For the purpose of harmonizing work-relief wage rates with the rates paid on regular public works, and in the spirit of the President's "reemployment agreement", the FERA on July 21 issued rules governing wages and hours on such state and local relief projects as are aided by federal funds. These rules provide that the personnel on the administrative forces in state and local relief offices shall be limited to forty hours employment in any one week (except those in a managerial capacity) and shall be paid a minimum wage ranging from fourteen to fifteen dollars per week, depending upon the size of the locality, provided the latter is a town of 2500 or more population. Employment of persons under sixteen years of age is prohibited.

The rules governing the conditions of employment on work-relief projects after August 1 are as follows:

I. State and local relief administrations may not employ any persons under sixteen years of age on work-relief projects.

II. The local prevailing wage rate should be rigidly adhered to in each locality in determining work-relief wages. If the budget deficit of the work-relief case requires less than he would receive by working full time at the prevailing rate, he should be given work only for that portion of the week or month which will give him a cash income sufficient for his budgetary needs. Grants made under the FERA can be used in paying work-relief wages only at or above thirty cents an hour.

III. No one employed on a work-relief project shall be allowed to work more than 8 hours in any one day, nor more than 35 hours in any one week or 150 hours in any one month if the work involved is physical labor. If the work-relief project is in an office (clerical employes, etcetera) no one shall be allowed to work more than 8 hours in any one day nor more than 40 hours in any one week.

Unemployment Relief to Strikers: In response to a request from *Pennsylvania* for a statement of policy with regard to unemployment relief for strikers, the FERA made the following statement on July 21:

The FERA is concerned with administering relief to the needy unemployed and their families. Each case applying for relief to the local emergency relief agencies should be treated on its merits as a relief case wholly apart from any controversy in which the wage earner may be involved.

The FERA will not attempt to judge the merits of labor disputes. State and federal agencies as well as courts exist which are duly qualified to act as arbiters and adjusters in such disputes.

Unless it be determined by the Department of Labor that the basis for the strike is unreasonable and unjustified, the FERA authorizes local relief agencies to furnish relief to the families of striking wage earners after careful investigation has shown that their resources are not sufficient to meet emergency needs.

Self Help and Barter: The following grants have been made from the discretionary fund "to facilitate the barter and exchange of

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goods and services on a self-help basis among the unemployed" as contemplated in Section 4c of the Relief Act:

July 24. Ten thousand dollars to the *California* ERA "to help groups of unemployed that are providing a large part of their support by exchanging labor for farm products."

July 24. Sixty-five hundred dollars to the *Michigan* ERA for the Community Cooperative Industries, Inc. of Lansing which "enjoys excellent standing in Lansing and is guided by an active advisory committee of business men" according to the report of the state relief administrator. "About 350 families are being supported in whole or in part by the barter activities of the unemployed themselves. Many of them previously received aid from the city welfare department and it is believed that if the project were abandoned a considerable number would be returned to unemployment relief rolls."

Adult Education for the Unemployed: On July 26, the federal relief administrator announced that he was prepared to back a nation-wide program of adult education for the unemployed. Alignment of state and federal agencies in both the vocational education and relief fields was promised to effect the following program:

First, on a work-relief basis, assistance in the form of wages will be given to needy unemployed skilled workers with aptitudes as vocational instructors in various occupations.

Second, the unemployed, whose skill may have become obsolescent through changing conditions in their former occupations, will be kept abreast of requirements, making them more readily reemployable.

Third, in addition, it is proposed to extend work-relief to the many physically disabled men and women now on relief lists who are vocationally handicapped, but who through training may be made employable on a self-supporting basis.

Relief Trends Established: Reports collected from forty-six states and the District of Columbia for the second quarter reveal declining relief expenditures and caseloads, so far as public agencies (local, state and federal) are concerned as follows:

Month	*Total Obligations Incurred*	*Resident Families Given Relief*
April	$72,651,929	4,445,338
May	70,323,506	4,222,263
June	66,191,520	3,745,367

Pennsylvania heads the list as to number of families aided per month, while New York leads in expenditures for the period. Approximately 20 percent of the total public expenditures reported were made in New York.

State and Local Participation: J. Roy Blough, an authority on taxation and on the state and municipal bond market, was appointed in July to the staff of the research and statistical division of the FERA. In announcing this appointment, the relief administrator said:

Mr. Blough will work with the research and statistical division of the relief administration on problems of state and local resources for unemployment relief. Wherever states or their civil subdivisions report that they are unable to finance a fair share of unemployment relief costs from tax or bonding resources, he will represent the relief administration in a detailed inquiry into the problem with a view to ascertaining whether all state or local sources for public money have been exhusted.

The governors of *Ohio* and *Kentucky* have taken previous FERA warnings to heart and have called special legislative sessions to cope with the problem of relief financing within their states. Colorado, Michigan, Texas and West Virginia have also been urged to renew their efforts to provide funds of their own as a condition of further federal aid.

In addition to the grants from the discretionary fund reported last month, the following amounts have been paid out under authority of subsection "C" of the Relief Act: $618,000 to Florida, $1,540,000 to Alabama, $1,000,000 to Georgia, $500,000 to Washington, $1,500,000 to Michigan, $2,377,820 to Texas, $1,695,860 to Louisiana, and $995,220 to South Carolina.

Support of NRA Codes: On August 11 the administrator notified the states:

On and after this date you are advised that purchases of supplies with federal funds shall be made only with stores that have complied with all the provisions of an applicable approved code or, if there be no approved code of fair competition for such stores, then with the provisions of the President's Reemployment Agreement. The same regulation applies to all orders given relief cases.

News from Here and There

PLANS are afoot in the Northwest to establish camps for transients on a regional basis. From *Montana* comes word that the relief authorities of that state have been in conference with similar officials from *Washington*, *Wyoming*, *Oregon* and *Idaho* to develop a transient-care program as a group, along the lines laid down by the FERA.

Planned last Spring on a basis of providing partial employment to "several thousand" of the community's relief families, the *St. Louis* municipal work-relief program was terminated late in July after $150,000 had been spent. Approximately 850 men shared in the program.

Los Angeles has joined the ranks of communities effecting a division of caseload with the purpose of keeping the "temporary unemployment" cases out of the "charity" routine. The county welfare department has announced that thirty new district offices are to be opened where all families whose difficulties are primarily due to unemployment will be given relief and service by a distinct staff. This staff will consist largely of men, on the theory that "jobless men are more ready to discuss their problems with men than with women social workers."

News dispatches from various parts of the country indicate the growth of a new problem for relief executives, namely, the rising cost of relief foodstuffs. In *Los Angeles* county the relief supervisor stated late in July that business houses have increased their prices from 30 to 60 percent in bids submitted for county supplies, adding that "many merchants have been unable to show that they have raised wages or put more men to work." From *Akron, Ohio*, comes the report that food costs are rising but that for the present the produce from the community gardens acts as an offset to some extent. *Milwaukee* recently liberalized its work-relief allowances because of the encroachment of higher prices upon relief wages.

The *Missouri* State Relief Administration has promulgated the following rules regarding the cities' and counties' obligation to finance their own relief needs so far as possible before asking for State or Federal aid:

1. If a city or county has unused bonding power, or taxing power, which might properly be used in creating public-works programs that would take care of relief needs of the community, and does not use it, the state commission will make no grants to such communities.
2. If the communities have this power and are utilizing it properly and adequately, but are still unable to meet the relief demands, the state will allot one third of the needs.
3. If the local community does not have taxing or bonding power and is utterly devoid of resources to meet its own relief needs, the State will take care of the situation fully and will appoint its own representative to come into the community and administer the relief.

New Orleans has had difficulties at various times in the past year persuading its work-relief recipients that its relief wage was fair. It formerly paid two dollars per day but in May it cut this to $1.50 against the protests of a militant leadership which had arisen in the ranks of the unemployed. Now, as a result of the FERA ruling of July 21 in which minimum pay schedules were set for all work projects receiving financial support from federal aid funds, the New Orleans schedule has been marked up as of August 1 to the federal minimum of thirty cents per hour. Heretofore the maximum wage-relief possible was six dollars per week—four days at $1.50 per day—and it had become necessary to supplement this in an increasing number of cases with direct relief. The new schedule provides a maximum of thirty-five hours per week or earnings up to $10.50 in cases of proven need. The new "typical" wage is $7.20 per week.

The *Louisiana* ERA has served notice upon the local relief units of the state that further grants of state and federal aid will

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be contingent upon the provision of workmen's compensation insurance coverage at local expense in connection with all work-relief projects. Heretofore the insurance costs have been met from state ERA funds.

Private Agencies "Go Public"

FACED with the necessity of transferring their unemployment-relief programs to public auspices before August 1 in order to comply with the FERA ruling (See August Survey, pp. 285 and 287) a considerable group of cities, hitherto operating through private relief administration, in July found themselves suddenly heading in the opposite direction.

Most of them had entered the depression with the conviction that their private agencies, expanded somewhat and buttressed by "emergency" funds, could successfully see the situation through to the end. As the load increased they, in common with all communities, were obliged to seek municipal or county financial aid and a little later state and federal support. But while many cities created or built up public departments to spend public relief funds during this period, these cities continued to operate through their private agencies. Such experiences as they had had with public outdoor relief, oldstyle, had brought most of them to the conclusion that they had better continue as they were.

The FERA dictum that they must make a change by August 1 in order to be eligible for further federal aid caught some of these cities unprepared for such an adjustment, although others were in partial readiness as a result of having taken some conscious steps in that direction during recent months.

Cleveland had been anticipating for some months the probability of a shift to public auspices and had carefully segregated its unemployment relief work within the private agencies in preparation for that eventuality. Compliance with the FERA ruling was effected by setting up a county relief committee, designated by the state relief commission as an acceptable public agency, and by turning over to this body the entire "emergency" staff and caseload. Stockton Raymond, new general secretary of the AC, resigned that position to become relief director for the county committee. The AC, retaining a "normal" family agency caseload, remains active in the general family casework field.

In *Baltimore* the first public funds were brought into the picture scarcely eighteen months ago, yet in that time there had occurred a pronounced drift in the direction of eventual public control of administrative policy. Here the four large private agencies had coordinated their relief efforts under the direction of a Mayor's committee; and it was an easy step to designate this coordinating body, after certain shifts of personnel, a public agency within the meaning of the federal ruling. Three of the agencies have transferred their emergency staffs to the payroll of the newly created Baltimore Emergency Relief Commission of which J. Warren Belcher, manager of the Work Relief Bureau, has been made director. The Bureau of Catholic Charities has not entered into the arrangement.

Much the same sort of procedure was followed in *Pittsburgh* where eight private agencies had been administering relief for the county emergency relief board. Nell Scott, associate secretary of the FWA, has been named director of relief of the CERB and has been engaged in recent weeks in bringing the twenty-two emergency district offices of the eight agencies under the wing of the Board. The process has been one of gradual absorption over a period of about six weeks and is now practically completed.

Kansas City had functioned entirely on privately-raised funds until the introduction of federal aid early this year. There had been no city, county or state financial participation, and the jump from a private to a public basis was a long one. However, it has been achieved through the creation, by resolution of the Jackson County Court, of a County Emergency Relief Committee with accepted status as a public agency. C. Whit Pfeiffer, Kansas City chest secretary, has been appointed secretary of this committee and C. J. Guild, secretary of the Kansas City Provident Association, is director of relief for Kansas City proper. Most of the members of the PA staff were transferred to the payroll of this new public set-up on August 1.

In *Birmingham* a board of public welfare has been created by joint resolution of the city and county commissions to take over the emergency burden of the Red Cross Family Service which had been carried by that agency, with aid from Chest and public funds, since the beginning of the depression. The Board consists of seven representative citizens appointed for a one-year term. Roberta Morgan, RCFS executive, has been retained in a supervisory capacity, she and most of her staff being transferred to the Board's payroll.

Memphis presents a somewhat different situation as the result of a crisis which occurred there during the summer in local and state organization. The FWA had been carrying the big end of the relief load under county and state direction, but an impasse had been reached both in financial and administrative support. FERA intervention resulted in the strengthening of the state administration and the appointment of a special state supervisor for the four largest counties of the state. This executive, Elizabeth J. Scheiblich, named Jean Proutt, veteran Memphis social worker, as relief director for Memphis and Shelby County, with status as a "public agent." Miss Proutt has taken over the entire emergency relief staff of the FWA to serve on the public payroll.

In *Toledo* the entire family division of the Social Service Federation, private agency, has been transformed into a Social Service Department of the Lucas County Relief Commission, the latter body being given status by the state relief commission as a "public agency." Wendell Johnson, director of the SSF, becomes director of the new department. For the present, the SSF is left with only the work of its Children's Bureau.

In *St. Louis* a Citizens' Committee on Relief and Employment had functioned throughout the depression as an emergency coordinating body, receiving its authority from the Mayor and operating through a group of private agencies. This committee had directed the expenditure of both public and private funds. Securing a two-weeks stay of the FERA ruling in the hope of preserving this set-up intact, the CCRE ultimately agreed to a plan whereby it is being designated by the State ERA as a public agency within the meaning of the FERA ruling. It is taking over from the private agencies the "unemployment" caseload and the personnel to continue relief to that group.

Booklet Reviews

THE *New York* TERA has just issued a revised classification of work-relief projects, by types, which are accepted by the state administration for reimbursement. Besides work on highways, sanitation, water supply, parks and playgrounds, and public utilities and structures, a variety of jobs are classified for white-collar workers in "extraordinary work" in municipal and governmental offices, schools, libraries, hospitals, and museums.

There has been added a new classification, "Home Necessities"; including projects which have a direct bearing on home-relief expenditures, and which effect economies in public relief, such as the production and distribution of clothing, food, shoes and household articles, and the cultivation of subsistence gardens.

Supplementing its recent bulletin on The Growing, Conservation and Use of Vegetables, the *Illinois* Emergency Relief Commission has issued a useful pamphlet on the Storing and Canning of Subsistence Garden Produce. The organization and equipment of canning centers are clearly discussed, together with the construction of storage cellars and pits. Construction diagrams are given. The Commission, 10 South LaSalle Street.

Land Settlement as a Relief Measure, a pamphlet by R. W. Murchie, describes some recent experiments in this direction, such as the Llano Cooperative Colony near Los Angeles, the Medicine Lake Farm of the Union City Mission at Minneapolis, and the various Canadian experiments. Various types of land settlement are discussed, together with the limitations of the "back-to-the-land" movement as a solution for unemployment. University of Minnesota Press. Twenty-five cents.

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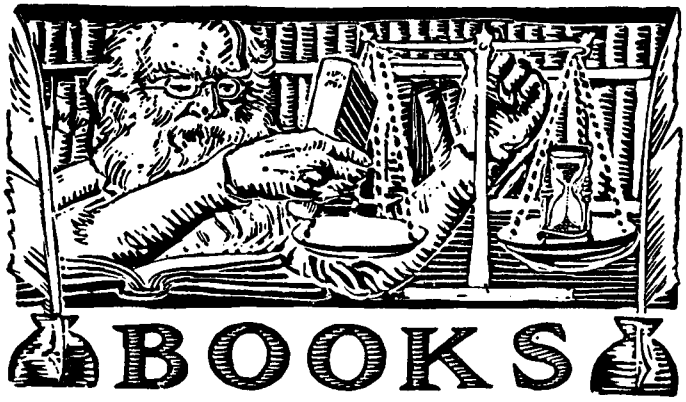

Diagnose the Doctors

OUR NEUROTIC AGE; A CONSULTATION, *edited by Samuel D. Schmalhausen. Farrar & Rinehart. 531 pp. Price $4 postpaid of The Survey.*

STEWART PATON spoke frequently in the years immediately following the War of a "world psychosis." The contributors to this book speak of our age as "neurotic." Just as Dr. Paton's term seemed extreme to many people, so at first thought does it seem extreme to speak of an age as being neurotic. The diagnosis is based here, apparently, on the fact that there are many neurotic or even more seriously psychically disturbed people in the world, from maladjusted school-children to criminals, homosexuals, hysterics and the like. It is doubtful if a diagnosis can be made upon this basis. The "age" is not treated as an entity but as a summation of its individual parts. It becomes, therefore, a problem in addition and it would be necessary to show not only that these various individuals exist, but that at least a majority of the individuals of the "age" were of the kind described.

There is another way of going about this, however, in which the "age" can be used collectively. One of the outstanding features in a neurosis is that the individual finds it impossible to treat simple things simply. With ifs and ands and buts, with qualifications, opposites, possiblies and probablies, the neurotic person makes even simple situations complex, and more complex situations so complex that it is impossible for him to find his way about. Neurotics, together, are likely not to see the nature of their difficulty and to take seriously their hours upon hours of discussion with each other. An outsider coming in upon one of these tail-chasing episodes can often see how unnecessarily complex everything is being made.

Until recently it has not been possible to see very clearly what as a group we have been and are doing. As the social life was more or less the same everywhere, there was nothing with which we could compare our activity. Not until the effort to build a new civilization began in Russia did any type of conduct exist with which we could compare our own. Now that comparison cannot be avoided. And the comparison throws a flood of light upon our own conduct.

The point in the comparison that stands out strikingly is precisely the one we have been discussing. In Russia simple things are treated simply,—and it is remarkable how many simple things there are, or to put it another way, how simple most things are when approached directly, rationally, unsentimentally. With us nothing is simple. Everything is complex. The simplest human problem or the simplest social problem is in our discussion so weighed down with ifs, ands, buts, possiblies, probablies, this, that and the other, that soon it has become infinitely complex and the more or less complex things have become utterly bewildering. Whether our "age" could be said to be "neurotic" on a numerical basis or not I do not know, but returning from Russia and looking again at our activities as a group, one cannot escape seeing its striking similarity to the conduct of neurotics, making things as difficult as possible for themselves and continually falling over their own feet.

Returning to our book, it must be said that the bedside manners of these consultants is extraordinary to say the least. The chief offender, perhaps, is the chief consultant, Editor Schmalhausen, who in the presence of his patient becomes hysterical, screams and stamps his feet. Consultant Briffault, who by his previous work has always appeared to be reliable, becomes so angry in considering the subject as to whether chastity is a virtue or a disease that he splutters and becomes almost inarticulate. Others of the consultants howl, jeer, mock, stick out their tongues, thumb their noses, laugh scornfully, or walk haughtily away leaving the patient to the devil. Just what effect on their patient these particular consultants hope to create it is difficult to say. Although the unctuous bedside manner has largely been given up, this is a revival of a bedside manner not used since we began to understand neurotic conduct.

However, some of the consultants seem to be emotionally undisturbed by their patient. Lorine Pruette, even in the face of virgins (an upsetting group for many of the consultants), keeps her poise and writes well of their revolt. Joseph Jastrow reviews competently the various schools of thought in psychology. Benjamin C. Gruenberg has an excellent chapter on Facing Death. (It is unfortunate that we do not have more of Gruenberg to read. He is one of the most thoughtful, ablest and sanest writers on science in America today.) Dr. Ira S. Wile writes of children and parents and Dr. George K. Pratt of insane complexes in sane minds. Ruth Burr has a comprehensive chapter on Suicide: Its Motives and Mechanisms, Phyliss Blanchard one on Homosexuality: Ancient and Modern. V. F. Calverton brings out important points in his Contemporary Literature: A Study in Pathology, and Frances and Mason Merrill write sanely, as one has come to expect them to do, on the subject of nudity.

But there is a chapter in this book that demands reading, The Concept of a Normal Mind, by Ernest Jones. This is the ablest exposition of mental hygiene in English since the publication in 1922 of Freud's Reflections (trans. by A. A. Brill and Alfred B. Kuttner. Moffat, Yard). Appearing during the excitements following the War, Freud's essay was overlooked not only by the public generally but by mental hygienists as well. It should now be got out and read or re-read along with Jones' chapter. These two essays are fundamental in any understanding of mental hygiene; in fact there can be no understanding of mental hygiene until the material in these two essays is understood. They are recommended especially to Editor Schmalhausen and a number of his consultants who seem to talk psychoanalytically but in a curious sort of way. What seems to be true is that they, like many others, have made themselves familiar with certain aspects of psychoanalytic material, but certain aspects only, and have then treated this part as though it were a whole. One is inclined to believe they think it is. If Editor Schmalhausen and his colleagues will thoroughly assimilate Jones' chapter in their own book they will be able to write critiques of their own chapters.

New York City FRANKWOOD E. WILLIAMS, M.D.

Popular Psychology

THE ART OF FEELING, *A Psychology of Our Human Adventure by Horace G. Wyatt. Houghton Mifflin. 289 pp. Price $2.50 postpaid of The Survey.*
PEACE OF MIND AND BODY, *by William S. Walsh, M.D. Dutton. 243 pp. Price $2.50 postpaid of The Survey.*
SELF-CONSCIOUSNESS AND ITS TREATMENT, *by Dr. A. A. Roback. Sci-Art Publishers. 114 pp. Price $1.50 postpaid of The Survey.*

THE Art of Feeling is a simply written non-technical exposition of the relations of the emotions to thinking and living. Emphasis is placed upon the art of governing feeling and thought so that they may have a common goal in promoting personal efficiency, success and happiness. The conditioning of human happiness upon human thinking, in the light of present-day emotional storms, raises considerable doubt as to whether "the higher the intelligence and the more of it available, the better it can devise ways and means . . . for bettering both its social and natural heritage." Intellectual defense may make for emotional progress and obviously emotional control and the modification of its instinctive basis should condition man beyond his own thought, but will a new breed of man succeed in breeding out the rages and fears which impede his finest development? The author empha-

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sizes the education of an emotion, as the art of getting full emotional values out of life. He emphasizes sublimation as the art of intelligent living or the art of enjoyment. This can help man but will it help men?

Peace of Mind and Body is a popular psychological book suggesting the importance of learning how to manipulate our lives and to live intelligently. Dr. Walsh advocates the elimination of whatever in the environment is disturbing so that one may live undisturbed in the realization of tranquillity. The basis of attaining peace of mind and body involves the protection of both body and mind, properly utilizing hours of work and hours of leisure in the interest of personal satisfaction and social adequacy. The author gives this advice for those rare ones who are sufficiently intelligent to accept it and offers sound doctrine for those who are not already indoctrinated with other ideas regarded as equally sound. Alas, the approach involves the application of definite courage, unusual honesty and specialized knowledge in the process of growing up and of living in the home and on the job, under pressure and during hours of freedom, in terms of the desired equability and equanimity.

Everyone has had some experience with self-consciousness, but a few are penalized by their own ingrown feeling of inadequacy, lack of faith in others and a tendency towards aloofness. Dr. Roback has presented a small book stressing the part that weak emotional tone, poor will and lack of self-confidence play in reducing self-credit while inflating the values of others. He does not reject heredity as one factor in timidity and views its origins as partially arising from a weak instinct of self-assertion or a strong instinct of self-abasement. It is doubtful whether a reading of the book will destroy self-consciousness but it should be of help to those who are endeavoring to help others to escape from the barrier of introspective limitations leading to a life of discomfort with wrong attitudes towards the world.

New York City — IRA S. WILE, M.D.

Immigration

IMMIGRATION, *by Lawrence Guy Brown. Longmans, Green. 419 pp. Price $3 postpaid of The Survey.*

AMERICANIZATION has always been a specific accommodation to temporary and local circumstances. Comparisons between "old" and "new" immigration have often mistakenly explained with differences in race and national background variations in the character and speed of that accommodation which in part were due to the unremitting trend toward industrialization and urbanization. The first measures to control immigration were adopted before, not after, the influx from southern and eastern Europe had superseded the influx from northern Europe. But so long as both urban and rural communities remained relatively small, the isolation of alien settlements provoked comparatively little comment. Only with large-scale regimentation of labor, did differences in culture and social outlook produce serious frictions. It is true, the argument that "we are getting a worse type of immigrants now" dates back to the fifties; but only the complications of a modern industrial society made evident the large-scale disorganization of personality and the clash of social objectives which take place when the children of immigrants are forced to find a bridge from the parental manner of life to the common American traditions.

By singling out for full discussion the immigrants' experience of social interaction and adjustment in each period, the author throws into relief the forces that have most definitely influenced American attitudes toward immigration. Differences in the introduction, composition, and distribution of immigrants at various times do not suffice to explain the psychological by-products; the student must also be helped, as he is in this book, to realize the changing world into which newcomers found themselves propelled. Thus read, the history of American immigration suggests that, even without a change in the national composition of the immigrant stream, the problem of adjustment would have become an increasingly difficult one. — BRUNO LASKER

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GOSSIP: of People and Things

Pugsley Prize Winners

TO Antoinette Cannon and Neva R. Deardorff the editorial committee of the National Conference of Social Work has awarded the prize of $250 offered by Chester D. Pugsley of Peekskill, N. Y., for the best paper or papers presented at the Detroit meeting which "shall be adjudged to have made the most important contribution to the subject matter of social work." Miss Cannon is on the faculty of the New York School of Social Work and Miss Deardorff is the director of the Bureau of Research of the New York Welfare Council. Both prize-winning papers were in the program of the Division on Professional Standards and Education, Harry L. Lurie, chairman.

Says the committee in announcing the award: "The designation of two papers does not mean that the committee was unable to decide which was better. These outstanding contributions emerged from the group selected as most significant, not as competitors but as so different that comparison was unfruitful. They seem to the committee to answer the classic question, Is Social Work an Art or a Science? Miss Cannon, in Recent Changes in the Philosophy of Social Workers, gives us a philosophy of social work, revealing an understanding of human nature so penetrating as to be distinctly scientific. Dr. Deardorff, writing with the skill of an artist on Next Steps in Job Analysis, makes a scientific study of social-work objectives and progress, creative and challenging. The committee believes that each paper is inspiring and enduring."

Because half of $250 is important money these days with all sorts of glamorous possibilities, Gossip queried both prize winners as to what kind of a treat they proposed to give themselves. The answers reach from utility to aesthetics. Before the sun set on news of her good luck Miss Deardorff fell on a heap of catalogues she had been "shopping" for months and ordered her heart's desire, an electric pump for her Connecticut farm. Just to prove that she is not wholly materialistic she proposes to model a plaque—modeling being her current sport—which, mounted on the wall above her treasure, will perpetuate her appreciation to Mr. Pugsley and to the National Conference for this contribution to the amenities of life on the farm. Miss Cannon has something of the same idea, though she hasn't a farm and is not addicted to modeling. She too will realize a hope deferred by having a fountain installed in her back-yard garden in Macdougall Street.

JUNE PURCELL GUILD, as part of the prescription for recovery from a long and trying illness, has resigned from all activities with the Richmond Community Chest and Council of Social Agencies.

ARTHUR FINK of the Department of Sociology, University of Pennsylvania, has been appointed head-worker at University House, Philadelphia, succeeding Helen Hall.

THE Survey was not the only publication to celebrate editorially the way Florence Kelley's cause has marched on into the New Deal. In one of its midsummer issues Time gave better than a page in its department National Affairs to the story of Mrs. Kelley and her implacable fight to set the children free.

To Charlotte H. Heilman, assistant director of the public health nursing service of the American Red Cross, has come the coveted Florence Nightingale Medal for "great and exceptional devotion to the sick and wounded in peace and war." This medal was instituted in 1912 by the Ninth International Red Cross Conference held in Washington. Mrs. Heilman, an alumna of the Johns Hopkins Training School, has been in Red Cross service, at home and abroad, for sixteen years and already has a goodly collection of honors and medals and things, notably for her service in Greece.

THE meeting of the American Public Health Association in Indianapolis, October 9–12, will be preceded, as last year, by a three-day public-health-education institute conducted by Dr. Iago Galdston of New York. The theme is The Psychology of Health Education.

The Washington Parade

THE expanding program for recovery and relief continues to bring many well-known characters onto the scenes. From Secretary Ickes' office comes the good news of the formation of a special division in the federal Public Works Administration to supervise expenditures of public funds for housing projects. Heading it is Robert D. Kohn of New York, former president of the American Institute of Architects. Among his consultants are: Henry Wright, F. L. Ackerman and Harold D. Hynds of New York, Edith Elmer Wood of New Jersey, Jacob Crane, Jr. and Coleman Woodbury of Chicago, Russell Black of Princeton and Tracy Augur of Detroit. On a special committee to coordinate housing activities throughout the country are Alfred K. Stern of Chicago, Howard Green of Cleveland and Mary K. Simkhovitch of New York.

A national planning board to study the long-range social and economic aspects of public works includes Frederic A. Delano of Washington, chairman, Wesley C. Mitchell of Columbia University, and Charles E. Merriam of the University of Chicago. Charles W. Eliot of Cambridge, Mass., is executive secretary.

From Secretary Ickes come also certain notable appointments to the Business Advisory and Planning Council, among them Morris E. Leeds of Philadelphia to the committee on decentralization of industry; Joseph H. Willitts of the Wharton School of Finance and Commerce, Philadelphia, to the subcommittee on domestic commerce surveys and Prof. C. K. Leith of the University of Wisconsin to the subcommittee on reporting and publication policy.

Good news from Secretary Perkins' office is the appointment of Prof. W. H. Stead of the University of Minnesota as associate director of the Federal Employment Service. Professor Stead was the executive secretary of the Employment Stabilization Institute of the U. of M. and director of the Tri-City Employment Service (See Survey Graphic, February 1933, page 87).

The past month has brought many new faces to the Federal Emergency Relief Administration, which by the way has a new address, the Walker-Johnson Building, 1734 New York Avenue. Jacob Baker of New York has been appointed to review applications from self-help and barter groups and also to maintain liaison with the reemployment service under W. Frank Persons. Hugh R. O'Donnell, formerly personnel officer of the FERA, is his assistant. Corrington Gill, director of the Research and Statistical Division, now has a staff of thirty-five including specialists in state and local finance, rural relief and statistical methods. J. Roy Blough, associate professor of public finance at the University of Cincinnati, assisted by Margaret E. Neill, public-health statistician, is working in this division on problems of state and local resources and Prof. E. L. Kirkpatrick of the University of Wisconsin on analyses of rural relief. Newly appointed field statisticians are Lee G. Lauck, formerly with the Bureau of Railway Economics, and F. H. Crozier, business specialist with the Bureau of Foreign and Domestic Commerce. Ellen Commons of the New York School of Social Work is research librarian.

In and out of the Washington scene within a month was Dr. Ellen C. Potter who was loaned to the FERA by the New Jersey Department of Institutions and Agencies for special work in framing policies for the relief of transients. Withdrawn from the scene is Langdon W. Post, assistant to Harry Hopkins, who resigned to enter the municipal campaign in New York. No successor has been appointed.

The state relief administrations are making many shifts in personnel. In Georgia, Gay Shepperson of the Department of Welfare has been made director of State Relief Administration. In Florida Marcus Fagg has gone from the superintendency of the Children's Home Society to direct the reorganized state relief work. Fred Johnson, superintendent of the Children's Aid Society of Michigan, is executive of that state's relief organization. Walter Burr has resigned from the state relief job in Missouri to go to Washington to the reemployment service. Wallace Crossley has succeeded him. In Maryland Harry Greenstein is on leave from the Associated Jewish Charities of Baltimore to direct the state work. William Book, who has had much to do with the work-relief program in Indianapolis, has been called to the new Indiana state relief set-up as director. Nadia Deem, formerly case-supervisor of the Indianapolis Family Welfare Society, is his assistant.

DR. V. K. HARVEY has succeeded Dr. John H. Hare as head of the Indiana State Health Department with which he has been associated as epidemiologist.

THE American Society for the Control of Cancer has completed the organization of a state branch in Oregon. Dr. J. Erle Else is chairman and Mrs. George T. Gerlinger of Portland executive secretary.

WITH pardonable pride the Wisconsin Conference of Social Work announces the appointment of its new executive secretary, Fred M. Wilcox of Madison, to succeed Aubrey W. Williams, resigned. Mr. Wilcox has been for twenty years a member of the Wisconsin Industrial Commission, for the past twelve years its

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chairman. He has long been a member of the executive committee of the state conference and has been influential in shaping its policies in relation to public affairs. Mr. Williams, after a year or so of being loaned to the American Public Welfare Association, is now a regular member of its staff, though at the moment loaned to the Federal Emergency Relief Administration.

On the heels of his appointment by the Wisconsin conference Mr. Wilcox was drafted by the National Labor Board to serve as mediator between employers and employes in determining bases for collective bargaining under the terms of the NIRA.

THE American Birth Control League has suspended publication of The Birth Control Review in the form familiar for some sixteen years. The name is however retained for a monthly news bulletin which will probably have its first issue in October.

DR. S. S. GOLDWATER, hospital consultant, one-time director of Mt. Sinai Hospital, New York, has been appointed consulting hospital expert to the Russian government to collaborate with Russian authorities and technicians in the planning of hospitals in Leningrad, Moscow and other cities.

Sorry

THE editors of the Survey were covered with chagrin when they discovered that by an unforgivable oversight they had omitted the name of the artist, Alfred J. Messner, from the reproduction of the mural, Delinquency, used to illustrate an article on the social service exhibit at the Century of Progress, Chicago. (See The Midmonthly Survey, July, 1933, page 251.) The Survey rather prides itself on its care in giving credit where credit is due, and sincerely regrets this lapse. As Helen Cody Baker says, "What can I say after I say I'm sorry?"

THE Children's Fund of Michigan has found it necessary to suspend its contribution to the support of the Grand Rapids Child Guidance Clinic. Dr. Milton E. Kirkpatrick, director of the clinic since it was opened in May 1931, has gone to the juvenile court of Cleveland as psychiatrist.

ERNST O. JACOB, who has behind him some twenty-five years of Y.M.C.A. work at home and abroad, has succeeded Charles O. Wright as executive secretary of the West Side Y, New York, where his responsibilities include the balancing of an annual budget of $680,000.

DR. ISAIAH BOWMAN, director of the American Geographical Society, has been elected chairman of the National Research Council, succeeding Dr. Vernon Kellogg, resigned. Dr. Bowman will divide his time between the two organizations. The Council has recently created the office of honorary vice-chairman the better to honor Dr. William H. Welch of Johns Hopkins.

AT THE Federal Industrial Institution for Women, Alderson, W. Va., the buildings are named in honor of women who have been concerned with prison reform or who were directly connected with the efforts which established the prison. Thus the administration building is Jane Addams Hall, the school and assembly hall is Mabel Willebrandt Hall and the receiving and classification building is Katherine Bement Davis Hall. Recently four new cottages have been named to memorialize women who contributed to the development of rational treatment for delinquent women: Elizabeth Fry, Ellen Foster, Mina C. Van Winkle and Caroline Bayard Wittpenn.

Aren't We All

WHEN Elizabeth Webster of the Chicago Council of Social Agencies accepted the chairmanship of the Great Lakes Institute for next year she illustrated her becoming modesty with a story. Mrs. Bigrich, very dowager, very *grande dame*, was excessively proud of her undergraduate grandson's achievements as a football player and never tired of recounting his exploits. But one day someone asked her what position he played. With complete aplomb she replied, "He can play any position, but usually he's the draw-back."

THE Thomas W. Salmon Memorial Committee of the New York Academy of Medicine has made a grant of $1000 to Dr. James L. McCartney, psychiatrist of Elmira Reformatory, New York, to permit him to continue his research in the classification of prisoners and to prepare a handbook on the subject for use in prisons.

ELIZABETH P. RICE, for six years director of social service at the Boston Dispensary, has been appointed to a similar position at the New Haven Hospital. Edith Canterbury succeeds to the Boston post.

THE success of a recreation program recently organized at Greenwich House, New York City—one of the first instances of a specially organized summer recreational program for adults—refutes the argument of those who contend that the "new leisure," will be translated merely into idleness by a large part of its beneficiaries. Courses in art, dancing, dramatics, gymnasium, music and miscellaneous lectures were attended beyond most optimistic expectations.

A PLUM of $10,000 has fallen to the University of Michigan from the Earhart Foundation to continue, during the 1933–34 season, the work in community leadership under the direction of Prof. R. D. McKenzie of the department of sociology.

THE sixth national conference on the rehabilitation of physically disabled persons will be held at the Hotel Sherman, Chicago, October 8–13 under the auspices of the National Rehabilitation Association.

Housing Activity

THE National Public Housing Conference has been recently formed under the presidency of Mary Kingsbury Simkhovitch of New York to organize public opinion to the end that low-cost housing projects made possible under the NIRA shall multiply. The organization of active committees is already under way in New York, Chicago, Detroit and Cleveland. Twelve vice-presidents of national prominence include Edith Abbott, James C. Bonbright, William Hodson, Rabbi Edward L. Israel, Harry W. Laidler, Bishop Francis J. McConnell, Edward F. McGrady, John Nolen, Rev. John O'Grady, Cornelia Bryce Pinchot, Mary Harriman Rumsey and Edith Elmer Wood. Headquarters are at 112 East 19 Street, New York. Helen Alfred is secretary.

To meet the rising interest in housing as a feature of national reconstruction Henry Wright, Lewis Mumford, Albert Mayer and others of equal authority in the field are sponsoring the Housing Study Guild which will serve as a clearing house for technical information within its field, will render analytical services to housing practitioners and will study current technical and social problems related to the planning, production and operation of housing and community planning enterprises. For information address Allan A. Twichell, the executive secretary, 400 Madison Avenue, New York.

DR. RICHARD ELY, president of the Institute of Economic Research, is to head a school of land economics which will open in New York City on October 1. The institute has contributed so much to the progressive discovery and formulation of the principles governing the development and utilization of land and the principles underlying the economic problems of public utilities, that the announcement that its work is to be thus strengthened and broadened is welcomed by all interested in sound planning. Though primarily for graduate students who desire a broad training in land economics and land policies, other qualified persons will be eligible. The three-year course of the school, which is a direct outgrowth of a round table recently organized by Dr. Ely for a limited number of students, will include special courses conducted by outstanding leaders in the field of land economics, urban land utilization, statistics, housing, planning, real-estate law, architecture and public utilities. Further information may be obtained from the Institute, 551 Fifth Avenue, New York.

A Matter of Record

TALKING about busy-work for boards and the importance of the unimportant, note this solemn chronicle of an "accomplishment" which a certain grown-up social agency heralds in its annual report: "One of the accomplishments of the 1932–33 Board of Directors was its discovery of the fact that the association had been a corporation since October 19, 1917. A certified copy of the said corporation obtained from the department of the Secretary of State now adorns the walls of the office. The board originally anticipated an expense of $25 to incorporate and staged a raffle to raise that amount. Of this $4 was used for procuring and framing the certified copy of the said charter, $12.25 went toward the expense of conducting the said raffle and the net profit of $8.75 was turned over to the Biblical school account."

"WE ARE NOT fooling ourselves and we are not distorting the facts," says the annual report of Vocational Service for Juniors, New York, "but we are making the most of every hopeful sign that we see." And so, reversing the usual signal system, they print the good news in red. Quite a little of it there is too, cheerily standing at attention here and there on every page. Maintenance of standards, increased efficiency, back-to-school scholarship progress, are all agreeably red. Only the last page, the financial statement, is unrelievedly black. No amount of optimism can make a deficit look like good news.

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